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ABSTRACT

A study on the system of study leave that exists in Australian universities and colleges of advanced education was conducted by the Tertiary Education Commission. A draft report, which is appended, was issued in May 1978 and public comment was invited on the report. The comments that were received on the draft report are summarized, and the commission's views on the desirable modifications to present arrangements for study leave and staff development leave are presented. Problems of implementation and the commission's recommendations are also included. "Study leave" is used as a generic term to cover both outside studies programs and professional experience programs. Commission views address the following areas: institutional autonomy, availability of study leave, location of study leave, participation in study leave, accountability, length of absence, conferences, other absences, fares and traveling allowances, outside grants and earnings, general staff, improvement of qualifications of academic staff in colleges, and implementation. (SW)

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TERTIARY
EDUCATION
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STUDY LEAVE IN UNIVERSITIES AND COLLEGES OF ADVANCED EDUCATION

HE 011 348

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STUDY LEAVE IN UNIVERSITIES AND COLLEGES OF ADVANCED EDUCATION

REPORT OF THE
TERTIARY EDUCATION COMMISSION

AUGUST 1978

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TERTIARY EDUCATION COMMISSION

Reserve Bank Building
London Circuit
CANBERRA A.C.T. 2600

31 August 1978

Dear Minister,

In July 1977 you asked the Commission, under section 7(1)(a)(iii) of the *Tertiary Education Commission Act 1977*, to enquire into and report on the system of study leave in universities and colleges of advanced education in accordance with the terms of reference previously issued to the former Universities Commission and the former Commission on Advanced Education.

With your agreement, the Commission issued a draft report in May 1978 prepared by its Working Party on Study Leave and invited public comment. The Commission has determined its conclusions and recommendations on study leave in the light of the information presented in the Draft Report and the large number of comments which it received and we now submit to you this report.

The Commission would like to place on record its appreciation of the work undertaken by the members of the Working Party in the preparation of the Draft Report and of the assistance provided to the Working Party and the Commission by Mr P.G. Hughes of the Commission's Secretariat.

Yours sincerely,

Peter Karmel, *Chairman*
D.N.F. Dunbar, *Commissioner (Universities)*
H.S. Houston, *Commissioner (Advanced Education)*
H.K. Coughlan, *Commissioner (Technical and Further Education)*
C.O. Dolan
David Fraser
R. Goldsworthy
David Griffin
Caroline Searby
P.H. Arthur, *Acting First Assistant Commissioner*

Senator the Hon. J.L. Carrick,
Minister for Education,
Parliament House,
CANBERRA A.C.T. 2600

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CHAPTER 1 : INTRODUCTION

TERMS OF REFERENCE

1.1 The Minister for Education, in his statement to the Parliament on 4 November 1976 on the programs of the education Commissions for the 1977-79 triennium, foreshadowed that he intended to ask the Universities Commission and the Commission on Advanced Education to undertake investigations into study leave schemes operating in universities and colleges of advanced education. The Minister wrote to the Chairman of the Universities Commission on 10 November 1976 and to the Chairman of the Commission on Advanced Education on 20 December 1976 setting out the terms of reference (copies of letters are at *Appendix A* and *Appendix B* respectively).

1.2 The Universities Commission and the Commission on Advanced Education began to gather information on study leave, but their investigations were not complete when the Tertiary Education Commission was established on 22 June 1977. The Minister subsequently requested that the Tertiary Education Commission report to him on study leave, under section 7(1)(a)(iii) of the *Tertiary Education Commission Act 1977*, with the following terms of reference :

> To report to the Minister for Education on -
>
> (i) The place of study leave in relation to the functioning of universities/colleges;
>
> (ii) The nature of existing study leave schemes at universities/colleges, including information relating to eligibility for and conditions of study leave and information on the cost, both direct and indirect, of study leave;
>
> (iii) The desirability of modifications to existing study leave schemes and the possible nature of any such modifications; and
>
> (iv) Any other matters which the Commission considers relevant to this enquiry.

WORKING PARTY

1.3 At its first meeting in July 1977, the Tertiary Education Commission established a Working Party to prepare a report to assist the Commission's examination of study leave.

The Working Party comprised :

Professor D.N.F. Dunbar, Commissioner (Universities)
Convener
Mrs C.M. Searby, Commissioner
Dr W.L. Hughes, Member, Universities Council,
(Managing Director, Walkers Ltd)
Mr A.W. Wilkinson, Member, Advanced Education Council,
(General Manager, (Personnel and Administration),
Shell (Aust.) Pty Ltd).

1.4 The Working Party had before it material collected by the former Universities Commission and Commission on Advanced Education. Twenty-six submissions had been received relating to study leave in universities; fifteen submissions had been received relating to staff development leave in colleges of advanced education. After deliberations extending over eight months, the Working Party reported to the Commission in April 1978. With the concurrence of the Minister, the Commission released the report of the Working Party on 11 May 1978 as a Draft Report, and invited public comment on it. Comments were to be forwarded to the Commission by 14 July 1978 and to be taken into account in the preparation of the final report.

COMMISSION'S PROCEDURE

1.5 The Commission has received comments from the Universities Council, the Advanced Education Council, the TAFE Council, all State co-ordinating authorities, the Australian Vice-Chancellors' Committee, the Conference of Principals of Colleges of Advanced Education, the Federation of Australian University Staff Associations, the Federation of Staff Associations of Australian Colleges of Advanced Education, eighteen universities, seventeen university staff associations, forty-four colleges of advanced education, twenty-two college related staff associations and twenty-seven other bodies, including several major professional associations. In addition, 260 letters of comment have been received from individual members of staff or departments/faculties in the university sector, and seventy-six letters (including forty form letters) from individuals in the college sector. Nine letters have been received from interested individuals who are not members of university or college staff. Comment on the Draft Report was invited also from a number of Commonwealth Government departments and authorities; responses were received from eight of these. A full list of those submitting comments to the Commission is set out in *Appendix C*.

1.6 The Commission also held detailed discussions with representatives of the Australian Vice-Chancellors' Committee, the Conference of Principals of Colleges of Advanced Education, the Federation of Australian University Staff Associations, the Federation of Staff Associations of Australian Colleges of Advanced Education, and with the Chairmen of State co-ordinating authorities.

1.7 The Commission has prepared its final recommendations after a careful examination of the Draft Report, the comments that it received, the discussions that it held and in the light of additional information presented to it. The Commission decided not to develop its final report from the text of the Draft Report, but to present its conclusions which, although consistent with the broad principles of the Draft Report, differ in matters of detail. These broad principles were :

(a) Study leave should not be automatic but should be based on the needs of the institution and the capacity of the staff member to make effective use of such an opportunity;

(b) There should be a reduction from present practice on the availability of study leave; and

(c) Arrangements for reporting and accountability should be strengthened.

The details of the nature and operation of study leave schemes in universities and staff development leave schemes in colleges of advanced education are set out in Chapter 3 and Chapter 6 respectively of the Draft Report.

OUTLINE OF REPORT

1.8 Chapter 2 summarises the comments that were received on the Draft Report. Chapter 3 sets out the Commission's views on the desirable modifications to present arrangements for study leave and staff development leave; it also discusses problems of implementation. The Commission's recommendations are set out in Chapter 4.

NOMENCLATURE

1.9 The Commission is conscious that the use of terms such as "study leave", "sabbatical leave" and "staff development leave" may convey a false image of the purpose of the activities of the staff so engaged. The Working Party proposed that, in the case of universities, the terms "study leave" and "sabbatical leave" should be discontinued. The Commission agrees that terms including the word "leave" give the impression that a member of staff is absent from duty in the same sense as if he were on recreation, long service or sick leave. In fact, the member of staff is on duty and pursuing activities directly related to his responsibilities to his employer. The Commission suggests that, for universities, a better term would be "outside studies program". This expresses the notion that the staff member is continuing his normal duties but outside his own campus.

1.10 In the case of colleges of advanced education, the Commission agrees also that neither the term "study leave" nor

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"staff development leave" is appropriate. Indeed the latter may give the impression that the purpose of the leave is for the personal development of the staff member. The Commission agrees with the nomenclature proposed by the Working Party and considers that the term "professional experience program" is an appropriate one.

1.11 In view of the widespread use of the term, the Commission has continued to use "study leave" in this report as a generic term to cover both outside studies programs and professional experience programs. It has done so for the sake of clarity pending changes in existing arrangements.

CHAPTER 2 : COMMENTS ON THE DRAFT REPORT

2.1 As noted in Chapter 1, there was a strong response to the Commission's invitation for comment on the Draft Report. The comments received presented arguments of substance and were not merely complaints. They were generally longer and came from a wider range of sources than the original submissions to the former Universities Commission and the former Commission on Advanced Education, and cast additional light on the central issues relating to the place of study leave in the university and advanced education systems.

2.2 With few exceptions, the comments raised major objections to many of the recommendations contained in the Draft Report. Some supported the general tenor of the report and offered criticisms of specific recommendations; others were critical of all aspects of the report. This chapter sets out the major themes which emerged from the comments and the most common points on specific recommendations.

MAJOR THEMES

2.3 Several themes were apparent. First, it was argued that the conclusions and recommendations of the report did not follow directly from the evidence presented therein; the Draft Report adduced no evidence of widespread abuse of study leave and yet significant changes to and reductions of existing provisions were proposed.

2.4 Secondly, it was felt by many that the Draft Report's recommendations represented unnecessary interference in the internal administration of autonomous institutions in relation to matters on which each institution is in the best position to determine its own needs. It was argued, accordingly, that any recommendations by the Tertiary Education Commission should be couched in terms of broad guidelines rather than detailed prescriptions. A third, and related, theme was that the imposition of completely uniform standards in each sector ignored the special needs of institutions in isolated areas such as Western Australia, Northern Queensland and Tasmania and the diversity of institutions within both sectors. It was stated that any Commission proposals should be flexible enough to meet these diverse needs.

2.5 A fourth theme, which was particularly common in university comments, was that overseas study leave has provided the vehicle by which Australian institutions have kept themselves up to world standards and are able to maintain a significant presence in the international community of scholars. Further, it has allowed Australian researchers to have access at very low costs to rare and expensive research facilities which

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Australia could not afford to secure or maintain. It was argued that the removal of the overseas emphasis of study leave would be deleterious to Australian academic standards and the standing of Australian institutions and would create a strong demand for expenditure on research facilities in Australia.

COMMENTS ON SPECIFIC RECOMMENDATIONS

2.6 *Purpose of Study Leave.* There were few objections to the Working Party's recommendation that the purposes to which university study leave should be devoted are the pursuit of sustained research and scholarly activity or, where necessary, the carrying out of work overseas in order to utilise source material or research facilities not available in Australia. Comments from the advanced education sector, while generally supporting the proposed re-orientation of the purposes of college study leave programs from the improvement of formal qualifications of college staff towards the maintenance of professional and vocational knowledge, argued that the range of activities proposed was too limited and drew too sharp a distinction between the activities of university and college staff. They proposed that the range of activities to be included within college study leave programs be expanded to include provision for "applied research" and "scholarly activity".

2.7 *"Special Studies Programs" and "Professional Experience Programs".* Comments from both sectors recognised that the use of the word 'leave' in relation to existing schemes was undesirable. Many university comments raised no objection to the phrase "special studies program" as a replacement for "study leave" or "sabbatical leave"; others did not support the proposed terminology, but offered no alternative to it.

2.8 Few of the comments from the college sector raised any objection to the use of the term "professional experience program" to describe the proposed new arrangements for colleges. Some, however, considered that the term is too restrictive and should be replaced by "professional development program"; others suggested that the same term be used to describe college programs as is chosen for university programs.

2.9 *Ceilings on Availability of Study Leave.* Many comments from the university sector argued that the imposition of a ceiling of 7 per cent of available man-weeks of teaching time, when taken together with the recommendation that all absences from teaching duties be counted within the ceiling, represented a severe reduction in the time available to university staff for study leave. They viewed the ceiling as greatly reducing institutional flexibility without achieving significant cost savings and proposed that the recommendation be dropped. A number of institutional comments suggested that if a ceiling was to be imposed, determination of the ceiling should be based on more recent data on absences than the 1975 figures presented in the report. Some comments proposed that 10 per cent of total available man-weeks of teaching time would be appropriate; a variety of possible ceiling figures was suggested in others.

2.10 Comments from the college sector were much the same as those from universities in proposing that any ceiling imposed on study leave activities should take into account more recent data than the 1975 figures presented in the report. It was argued that few of the newly autonomous teacher education institutions would have had staff on leave at that time and that, as staff in those institutions are now becoming eligible for leave, 1977 figures would show a higher rate of absence. Many comments argued that the proposed ceiling for advanced education should be no less than the university ceiling. It was also pointed out that certain colleges generally have a higher proportion of staff development absences than other institutions and that the Commission's recommendations should take account of this fact.

2.11 There was little support for the use of "teaching man-weeks" as a unit on which any ceilings should be based. It was claimed that it was an artificial concept which did not take into account variations in term/semester dates within and between institutions and did not recognise the realities of teaching-related activities which extend beyond official term dates. "Available man-years" was a frequently suggested alternative unit. Many institutions advanced the proposition that any ceiling should be averaged over a three year period because of varving pressures on resources from year to year depending on the number of staff granted leave.

2.12 *Basis of Granting of Study Leave.* Many comments from both the university and advanced education sectors supported the recommendation in the Draft Report that the granting of study leave be based on the needs of the institution and the capacity of the staff member rather than being a right or entitlement on the grounds that most existing study leave schemes in effect work in this way. Other comments, particularly those from staff associations, asserted that study leave should be a right or at least a normal expectation of all staff once the basic criteria of eligibility were satisfied.

2.13 *Length of Study Leave.* Almost all comments from the university sector objected to the recommendation in the Draft Report that the amount of study leave granted to individual staff members should not be more than thirteen teaching weeks in any three year period on the grounds that the proposal would reduce institutional flexibility to administer study leave without creating any cost savings or other benefits. It was argued that the particular limit proposed did not relate to the varying term and semester dates within and between institutions and that extended research periods would have to be taken in all cases at a time overlapping the Christmas period which may not be suitable for the work proposed or the institution being visited. Although opposition to this recommendation was not so widespread in the college sector, many pointed out that the proposed thirteen teaching week limit bears no relation to the normal fifteen or sixteen week college semesters and that it wrongly assumed freedom from teaching-related activities during non-teaching periods.

2.14 Comments from both sectors stated that there would be a significant number of occasions on which it would be appropriate for members of staff to be granted study leave for periods of up to one year (e.g. within the university sector staff may be undertaking major research projects or younger members of staff may be obtaining their first overseas experience; within the college sector, staff obtaining placement in industry might require long periods of study leave in order to make a worthwhile contribution). Accordingly, comments proposed that the thirteen teaching week limitation be deleted from the recommendations or re-expressed in a way which would allow greater flexibility for individual institutions. It was argued that such amendments could be accommodated without reducing the control achieved by imposing a ceiling on the total amount of time which could be granted in aggregate for study leave purposes.

2.15 *Conference Leave and Other Absences.* The recommendation in the Draft Report that conference leave and other absences from institutions should be counted as part of the total amount of time available for study leave purposes was strongly criticised in almost all comments. It was argued that it was inappropriate to consider attendance at conferences (in some cases involving only a few days) on the same basis as extended periods of study leave and that there were other forms of absence from teaching duties which, similarly, should remain separate from study leave. Examples of the latter cited were fieldwork, participation in the Australian-Asian Universities Co-operation Scheme and other overseas aid programs, tenure of overseas fellowships and awards, participation in accreditation activities, duties arising from office-holding in government bodies or international associations. It was argued that these activities would suffer if time taken was to be considered as study leave.

2.16 Most of the comments proposed that this recommendation be deleted or that, if conference absences were to be debited against total time available for study leave purposes, this should only be done when the period of absence was significant (e.g. one month or more).

2.17 *Location of Study Leave.* There was particularly strong opposition from within the university sector to the report's recommendation that study leave should normally be taken within Australia and consequently to the proposal that there should be a ceiling of 0.5 per cent of academic salaries costs placed on overseas travel expenditure. It was argued that in the majority of cases there was a continuing need for academic staff to work overseas in order to keep up with international developments, to make use of facilities not available in Australia and to have contact with leading international scholars; excessive restrictions on overseas travel would result in the lowering of university standards without achieving significant savings. It was also pointed out that overseas study leave permits free use of research facilities not available in Australia and that, if study leave periods were to be taken in Australia, further expenditure on home-based facilities would be required. It was argued that decisions on the appropriate level of overseas travel expenditure should be left with individual institutions which were in the best position to determine their own detailed needs.

2.18 Although no specific level of expenditure for overseas travel was proposed in relation to colleges, comments from the advanced education sector also opposed the Draft Report's emphasis on the taking of study leave in Australia. Comments rejected the proposal that State advanced education authorities should determine appropriate levels of overseas travel expenditure and suggested that such decisions should remain with individual colleges.

2.19 *Travelling Allowances.* The Draft Report's recommendation that travel assistance grants be made in respect of dependants only in those cases where a staff member's period of absence from the institution was greater than six months met strong criticism in comments from both sectors. It was argued that adoption of the recommendation would cause particular hardship for younger academics with families and that the proposal should be dropped.

2.20 *Accountability.* Almost all comments from both sectors strongly supported the Draft Report's recommendations concerning reporting procedures, the publication of information on study leave activities and the collection by the Tertiary Education Commission of statistical data on the operation of study leave programs. The comments stated that, although detailed reporting provisions were already in operation in most institutions, the promotion of greater accountability would be desirable both in terms of the public image of study leave and the effective use of resources devoted to study leave.

2.21 *Terms of Appointment.* The Draft Report's recommendation that institutions examine the terms of appointment of existing staff with a view to accommodating the new proposals met with strong opposition in comments, particularly those from the university sector. It was argued that interference with existing contracts of service could involve breach of a legal obligation to provide study leave to academic staff or breach of a moral commitment insofar as staff might have been induced to take up employment in institutions in the expectation of the availability of study leave. Some suggested that the recommendations should apply to new staff only. A number of comments stressed the need for a phasing in period for the new provisions - transition periods of up to five years were suggested.

2.22 *General (non-academic) Staff.* In general, the Draft Report's recommendation that participation in study leave programs be limited to teaching and research staff in universities and to teaching staff in colleges was not strongly opposed. However, some comments proposed that there should be continuing opportunities for senior members of general staff, whose duties might be comparable in many ways to those of academic staff, to develop their professional expertise.

2.23 *Improvement of Qualifications of Academic Staff in Colleges.* The Draft Report concluded that there was a diminishing need for leave for college staff to improve their formal qualifications and proposed that in future more use should be made of part-time leave opportunities for this purpose. It was also proposed that a scholarship scheme, to be administered by State authorities, be established to provide forty scholarships per annum for staff needing to pursue full-time studies.

2.24 Comments from the advanced education sector asserted that there was a continuing need for college staff to have opportunities for full-time release from teaching duties in order to improve their formal qualifications. It was claimed that relatively few staff in teacher education institutions, which only recently became college of advanced education, have yet been able to avail themselves of study leave opportunities because of eligibility criteria and that recent Academic Salaries Tribunal reviews have placed increased pressure on college staff to improve their qualifications.

2.25 It was argued that the provision of forty scholarships per year throughout Australia was inadequate and that the administration of such a scheme through the State co-ordinating authorities was inappropriate. The comments proposed that the responsibility for determining the numbers of staff released from teaching for this purpose should rest with individual institutions; some suggested that the proposed ceiling on time available for study leave purposes be raised to allow for this form of activity.

2.26 Comments appeared to accept that a scheme of part-time release would be a useful supplement to the availability of full-time opportunities. However, they pointed out that such an arrangement did not meet the needs of staff in regional colleges who could not normally attend universities on a part-time basis.

CHAPTER 3 : COMMISSION'S VIEWS

3.1 In universities, study leave (or "sabbatical leave" as it used to be more commonly called) is the release from teaching and administrative commitments for up to one year in every seven granted to members of academic staff to enable them to undertake a sustained period of research or to familiarise themselves with the latest developments in their fields of study.

3.2 In colleges of advanced education study leave is often designated "staff development leave". Such leave is granted to members of staff to enable them to improve their qualifications, to maintain contact with industry and refresh their professional and vocational knowledge, and to allow contact with other academic institutions both in Australia and overseas.

3.3 Study leave assists members of the academic staff of universities and colleges to discharge their duties. Academic staff members are required to keep up with the latest advances in their subjects and study leave helps them to do this. In universities there is a special emphasis on research; academic staff are obliged to undertake both teaching and research and consequently there is a major emphasis on original work in programs for study leave that are approved for individual staff members. In colleges of advanced education study leave has been used primarily as a means for improving the formal qualifications of some of those staff members who had been employed in the institutions from which the colleges developed. A second purpose has been to enable staff to gain professional experience in the work place.

INSTITUTIONAL AUTONOMY

3.4 Universities and colleges of advanced education are managed by their governing bodies. Under the Acts of Parliament by which the universities have been established, the governing bodies have the full management of their institutions; in some colleges the management powers of the governing bodies are more circumscribed. The Commission believes it is right that those institutions be not subject to detailed regulation or control by the Commission. It believes that within the overall constraints of the resources made available to institutions and the broad fields of activity approved by the Commission for funding, effective management will be best secured by administrative and academic decisions being taken within the institutions themselves. It favours decentralised rather than centralised decision-making, but this must be accompanied by adequate reporting.

3.5 The Commission has followed the policy of successive Commonwealth Governments and the former Universities Commission and Commission on Advanced Education in making recommendations in terms of block grants for recurrent funding. This course accords with the views set out above. So too the Commission accepts the view expressed in many of the comments on the Draft Report that it should not become involved in the detailed prescription of study leave schemes, but should restrict itself to issuing broad guidance to institutions and monitoring their actions. It would be inappropriate, and inconsistent with the approach to autonomy set out above, to attempt to prescribe precise rules for the operation of study leave schemes or to suggest precise sums of money for their support.

3.6 The experience of the former Universities Commission and Commission on Advanced Education has indicated that institutions have been greatly influenced by the policies of the Commissions and the guidance issued by them. The Tertiary Education Commission is confident that the institutions will take proper account of guidance or recommendations issued by it. The Commission has therefore made its recommendations on study leave in broad terms and has avoided laying down detailed rules.

AVAILABILITY OF STUDY LEAVE

3.7 The Commission considers that the central issue before it is whether existing study leave schemes represent the best use of the resources allocated to them. The Commission has little doubt that substantial benefits accrue from study leave schemes. These were referred to in the Draft Report. In the case of universities it is vital that individual members of staff have time for research, scholarship and sometimes teaching outside their own institutions; without this the risks of the universities becoming inward-looking and self-satisfied are very great. Regular contact with overseas scholarship and research is the principal means for maintaining the quality and reputation of Australian universities. That it accomplishes its purpose is reflected in the fact that Australia's contribution to science and international scholarship is very high indeed in proportion to its population. For scholars to remain at the forefront of their subjects they must keep in touch with others working in their fields. There are many fields of learning in which Australia can support only a few specialists; they should have the opportunity to work in institutions which are recognised as leading ones in their fields.

3.8 In the circumstances of reduced growth of Australian universities and the resulting low turnover of staff, it is even more important for there to be adequate opportunities for interchange and collaboration. Australia has been successful in attracting many distinguished academics to work in its universities. Many such scholars will work in Australia only if they have the opportunity to maintain their contacts overseas; study leave has played a significant role in attracting such staff to Australia. Moreover, study leave has opened up to

Australian universities the possibility of using resources which this country could not afford to provide and maintain: this is true both in terms of library material and of major research laboratories containing expensive equipment. In this sense study leave has been highly advantageous to Australia by extending the resources of the universities, at no direct cost, to include the vast resources of the international world of scholarship and research.

3.9 Academic staff of colleges of advanced education must keep up to date with current practice in their particular fields. The movement of members of teaching staff into the work place is of vital importance in their maintaining a liveliness and relevance in their teaching. Staff development leave has played an important part in maintaining the practical and applied interests of staff and in keeping them abreast of technological developments. In some cases first hand experience of these developments can be obtained only overseas. Such experience may also be necessary in highly specialised fields in which advanced work is not available in Australia. Staff development leave in colleges of advanced education has also made a major contribution in the improvement of qualifications of academic staff, although the Commission believes that it should not in future play such a role (*see* paragraphs 3.37 to 3.39).

3.10 While, in the Commission's view, the main purpose of study leave is research in universities and professional experience in colleges, the difference between university and college study leave schemes is mainly one of emphasis. There has always been a small proportion of university staff whose study leave projects have involved professional practice; likewise a proportion of college staff undertake applied research while on study leave. The Commission would expect this to continue. A limited number of university staff has also become involved in obtaining further qualifications. The Commission does not believe that this is a proper purpose of study leave in the case of universities any more than in the case of colleges.

3.11 The benefits referred to in the four preceding paragraphs accrue to Australian universities and colleges, to their students, and generally to Australia as a whole. Benefits also accrue to individual staff members, both in terms of their personal satisfaction in the pursuit of their scholarly and professional interests and in terms of the development of their careers.

3.12 The cost of study leave schemes incurred for fares and travelling allowances (approximately $4.2 million), while a substantial sum, is comparatively small when related to the total operating expenditure for universities and colleges of about $1,050 million in 1977. An equally important consideration is the time which members of staff spend while on study leave which would otherwise be used for administration, teaching and less sustained forms of research in the case of universities, and for administration and teaching in the case of colleges. These costs have to be balanced against the benefits referred to above.

3.13 The Commission accepts the view of the Working Party that study leave schemes are essential for the maintenance of the quality of Australian universities and colleges, and for the welfare of Australian scholarship, science and technology. This position was not seriously challenged in any of the submissions made to the Working party or in any of the comments on the Draft Report. In the Commission's view the question is not whether there should be study leave schemes, but rather the nature and magnitude of them.

3.14 Decisions on these matters must be directed towards the best use of increasingly scarce resources. As pointed out in Volume 2 of the Commission's *Report for 1979-81 Triennium* the growth of recurrent funds for universities and colleges, which until 1975 had been considerable, has, over the past few years, been sharply reduced and from 1979 eliminated (*see* paragraph 2.5 of the above report). Over the period 1975 to 1979 recurrent grants have not kept pace fully with increases in student numbers; the effects of this have been exacerbated because of the need to direct funds into a number of expensive major developments which had been commenced before 1975 (two medical schools, a veterinary school, the Australian Graduate School of Management and the Australian Maritime College). As a result of this, together with the need for institutions to meet unavoidable cost increases not covered by supplementation (for example, movement of staff up incremental scales, changes in superannuation arrangements) institutions have been under a steady pressure to economise in the use of their funds. These pressures, which commenced in 1976, have been cumulative. By the end of the coming triennium, institutions will have been obliged to economise to the extent of some 5 to 6 per cent compared with the standard of operations obtaining in 1976. This is forcing economies in staffing and reducing the time that members of academic staff have available for devoting to students.

3.15 The data on study leave in the Draft Report related to the year 1975. Both universities and colleges of advanced education had experienced rapid growth up to that year, so that many members of staff were of recent appointment. Since 1975 growth has slowed down to the point where it will have virtually ceased by 1980 or 1981. It follows that without changes in study leave arrangements, the actual proportion of academic staff on study leave would rise significantly. This trend will reinforce the pressures on the teaching resources of universities and colleges that were referred to in the preceding paragraph.

3.16 The Working Party stated that it found no evidence of widespread misuse of the study leave system, but it indicated that on occasions some academic staff may have taken unreasonable advantage of the opportunities afforded by study leave. The Commission believes that in some cases absences have been unnecessarily prolonged and in other cases study leave has been used for projects which could have been carried out as effectively within the home institution. As noted below, a number of comments supported the view expressed in the Draft Report that the criteria for approving study leave programs should be stricter than has been the practice in some institutions. The Commission agrees with this view; the benefits deriving from study leave vary from project to project and it is difficult to claim that all study leave proposals have high priority and yield equal benefits. The Commission also accepts the view of the Working Party that the increasing sophistication of Australian institutions and the increased speed of travel diminish the requirement for long periods of study leave overseas.

3.17 In the light of these factors and of the general budgetary pressures on universities and colleges referred to above, the Commission has concluded that there should be a reduction in the time spent outside their own institutions by individual members of the academic staff, in order to permit them to spend more time on teaching and, as appropriate, on research within their own institutions. In the Commission's view this would secure a better use of the resources at present available to universities and colleges.

3.18 Accordingly, the Commission is proposing that the amount of time spent by academic staff members outside their institutions should, in aggregate, not exceed 7 per cent of available man years of staff time of the grade of lecturer and above in universities; in the case of colleges, the limit should be 5 per cent. Since it will be difficult for institutions to administer study leave schemes on a completely rigid basis from year to year, the Commission considers that the above limits should be averaged over the triennium rather than within single years.

3.19 The proposed limits are significantly lower than the present theoretical upper limit of eligibility, namely one year in seven. It should, however, be noted that under present arrangements many staff members do not in fact receive approval for study leave in the proportion of one year in seven, partly from their own volition, partly for reasons of institutional convenience, and partly from lack of approval of their programs. Moreover, certain categories of staff of the grade of lecturer and above may not be regarded by some institutions as eligible for study leave (for example, lecturers on fixed contracts). It should be emphasised that the reference to the grade of lecturer and above relates to the calculation of the overall limit on the availability of study leave and not to the categories of staff which should be eligible: the latter is a matter for the institutions themselves.

3.20 While the Commission takes the view that the time spent outside the institution for purposes of study leave should be rather less for colleges than for universities (because of the greater research commitment of the universities), the difference in the limits of aggregate time available is not as great as might appear from a comparison of the limits of 7 per cent and 5 per cent: the proportion of full-time academic staff of the grade of lecturer and above is significantly more in colleges than in universities. Hence, in this sense, the availability of study leave in colleges will be only about 15 per cent less than in universities.

LOCATION OF STUDY LEAVE

3.21 In conjunction with the view that there should be some reduction in the availability of study leave, the Commission also considers that an increasing proportion of leave should be taken within Australia. It subscribes to the view of the Working Party that facilities for advanced work in Australia have expanded over the past ten to fifteen years, although it would not wish to go as far as the Working Party in encouraging staff to take study leave within Australia. The Commission's view is that the appropriate place for study leave is that which is best on academic grounds, and that staff should go to those places from which their institutions can, through them, gain the most benefit. The Commission is persuaded that study leave should be taken "outside" the home institution. It believes there is a special benefit in the interchange of ideas and experiences that will occur through members of staff having periods outside their university or college; and that this is especially important at a time when the university and college sectors are not expanding. For reasons set out above, however, it is likely that the need to make the best use of resources will lead to some reduction in the present emphasis on overseas study.

3.22 The preceding paragraph applies to both universities and colleges. There is an additional point that the Commission wishes to make in relation to colleges of advanced education. The Commission believes that, except for the instances set out in paragraph 3.39, the time has come when staff members should not use study leave to improve their formal qualifications; the reasons for this are given in paragraph 3.37. The purposes of study leave in the college sector should be to enable members of the academic staff to maintain and improve their professional vocational knowledge, to obtain practical experience in the workplace for which they are preparing students and, where appropriate, to undertake applied research. Of these three purposes, the second appears to have been underemphasised in the past. In the Commission's view it is of the first importance that academic staff of colleges should keep in touch with the practice of their professions. This would involve, for example, members of Schools of Education returning from time to time to the classroom and members of Schools of Engineering joining engineering firms. This approach represents a change in the emphasis of staff development schemes in colleges from the gaining of formal qualifications to the gaining of professional experience in the workplace.

PARTICIPATION IN STUDY LEAVE

3.23 In some institutions study leave is a right for eligible staff members and, although staff members are permitted to undertake study leave only on the basis of approved programs of study, granting such leave is virtually automatic. However, most institutions do not regard study leave as a legal right. Rather they treat all staff members of certain categories as entitled to study leave if they present an acceptable program and have the appropriate length of service. Approval of study leave programs is necessary in all institutions, but the Commission's impression is that the criteria for approval may not always be strictly applied.

3.24 The Commission agrees with the Working Party's view that study leave should not be a right. This view received considerable support from the comments made on the Draft Report, many of which argued that stricter criteria should be employed in the approval of study leave programs. The Commission believes that resources may be used more effectively if study leave is granted more selectively than has been the practice; for example, the young should, perhaps, be preferred on occasions to older and more experienced staff, or the distinguished scholars to the more pedestrian ones. The Commission rejects the notion that in the world of teaching and research all persons are equally endowed and require equal treatment. If higher education is about excellence, grades of excellence can scarcely be denied. The Commission proposes that participation in study leave schemes should not be automatic but should be based on the needs of the institution, the nature of the program proposed by the staff member and his capacity to make effective use of the opportunity.

ACCOUNTABILITY

3.25 The Working Party proposed measures to increase the extent of institutional accountability for study leave schemes. Academic staff were to be required to submit study leave reports in a form which would enable each institution to publish information annually on the operation of its study leave scheme, including statistical data. This provision for improved accountability was supported strongly in the comments on the Draft Report and there were no submissions opposing it.

3.26 The Commission's recommendations include measures to increase the accountability of individual institutions for their study leave programs. These will enable closer scrutiny of the study leave arrangements of institutions and provide data to allow continuing review by the Commission.

LENGTH OF ABSENCE

3.27 The Commission notes that there has been a trend towards shorter periods of study leave and sees advantages in shorter, and perhaps more frequent, periods. On the other hand, the Commission accepts that periods longer than six months, and perhaps up to twelve months, may be desirable for certain classes of staff; for example, young academics experiencing their first period in an overseas institution, language scholars, certain scientists requiring a full seasonal cycle for experimental work or sufficient time to set up major experiments, and staff members who are seeking professional experience in major industrial firms. The Commission considers that unless there are special circumstances, periods of absence under outside studies programs or professional experience programs should not exceed six months. The examples quoted above would come within the exemption relating to special circumstances.

3.28 In its Draft Report the Working Party had proposed that individual staff members should not be absent under study leave schemes for more than thirteen teaching weeks in any three year period. The Commission received many representations that such a constraint was impracticable and of unequal application because the number of weeks in which classes are taught varies considerably from institution to institution and because staff members have many duties that lie outside classroom teaching. The Commission accepts these points and sees no advantage in imposing limitations beyond the ones already mentioned in paragraph 3.18 and the preceding paragraph. For the same reasons the limit on availability in paragraph 3.18 has been expressed in terms of man years of staff time and not in terms of teaching weeks.

CONFERENCES

3.29 The Working Party proposed that absences from institutions for attendance at conferences should be counted as periods of study leave. Again, the Commission had many representations against this particular proposal. It was pointed out that it was in the interests of the institutions for staff members to participate in both academic and professional conferences; the latter being of particular importance in relating the institutions to the wider community. It was claimed that if the attendance at all conferences was to be regarded as study leave, many staff members would not attend; also, there would be administrative difficulties in recording attendances.

3.30 The Commission believes that members of academic staff should be able to attend both national and international conferences. Such attendance is an inexpensive way of maintaining contact with the network of information for the various subject areas. In many cases it is a way in which Australian scholarly work is recognised by invitations extended to Australians to give papers and participate otherwise in conferences. In the case of attendance at overseas conferences, special approval is necessary and seldom, if ever, are full costs met.

3.31 The Commission has come to the conclusion that it would not be in the interests of Australian universities and colleges rigidly to treat attendance at conferences as if it were study leave. However, the Commission feels that absences of more than two weeks should be dealt with as coming under study leave schemes. Members of academic staff on occasions take the opportunity to consult with colleagues and visit libraries and laboratories while attending a conference, and the Commission believes that institutions should retain a discretion in this matter.

OTHER ABSENCES

3.32 In addition to absences for study leave and to attend conferences there are other reasons for which institutions may wish to give approval for periods of absence. For example, an institution may wish a particular staff member to undertake specific training to fit him for a change in his task or an upgrading of that task; members of staff may seek leave in order to be seconded to other institutions, for example, under the Australian-Asian Universities Co-operation Scheme; a staff member may be required to undertake field work or represent the institution elsewhere; some staff members have obligations arising from their membership of government bodies or international associations; and exchanges of staff between institutions may be desirable. The Commission would not wish to discourage any of these arrangements, particularly ones in which the mobility of staff can be increased at no cost to the institution, and sees them as separate from study leave.

FARES AND TRAVELLING ALLOWANCES

3.33 The Commission believes that since individual staff members obtain personal benefits from periods of study leave, it is not unreasonable for them to bear some of the additional costs involved. The Commission accepts that, in fact, staff members are often significantly out of pocket as a result of undertaking programs under study leave schemes. Moreover, the average allowance for fares and other travelling expenses per staff member has changed little over the past few years, the level for 1977 being about $2,000. The Working Party proposed that travel grants should not be made in respect of dependants unless the staff member's period of absence was greater than six months. This proposal produced a sharp reaction in the comments made on the Draft Report. It was pointed out that whether or not dependants accompany a staff member on study leave, the staff member is faced with significant additional costs, for example, he may have to meet expenses for two domiciles. Moreover, junior members of staff with young dependent families may be at a particular disadvantage. Although the Commission is unsympathetic to the provision of allowances on account of dependants for short absences, it does not wish to draw a firm line at absences of six months.

3.34 The Commission considered the Working Party's proposal to place a limit on expenditure incurred by individual institutions on overseas travel expenditure. In the light of later information on travel expenditure, the Commission has concluded that the needs of individual institutions vary so greatly that any attempt to implement a general rule would not produce the best use of resources. The Commission believes that the aggregate limitation on time spent on study leave and the factors mentioned in paragraph 3.21 will impose a sufficient constraint. The Commission expects a relative reduction to occur in the expenditures of institutions on overseas travel.

OUTSIDE GRANTS AND EARNINGS

3.35 Some staff members obtain outside grants to assist funding their periods of study leave, and others obtain teaching, research or consultancy posts while on study leave. The Commission would not wish to discourage members of staff from seeking outside funds when the arrangements are approved by their institutions, but believes that staff members should not receive two incomes. The Commission understands that most institutions permit staff members to retain some benefit, on a sliding scale, from outside grants or earnings while on study leave, but that funds beyond this are paid to the institution. The Commission believes that this is a reasonable arrangement, and considers that the usual limit that is imposed by universities on outside earnings should apply as an overall limitation on additional earnings while on study leave.

GENERAL STAFF

3.36 The purposes of outside study programs and professional experience programs are related to the responsibilities of academic staff, and the Commission considers that such programs should be restricted to academic staff. It may well be in the interests of an institution for other staff to spend periods off the campus for specific purposes; for example, to visit other institutions, both in Australia and overseas, to gather information and to bring themselves up to date with the "state of the art". The Commission does not intend that its recommendations should be interpreted as a barrier to this, but considers that eligibility for study leave should not be extended to general staff members.

IMPROVEMENT OF QUALIFICATIONS OF ACADEMIC STAFF IN COLLEGES

3.37 Staff development leave in colleges of advanced education has played an important role in upgrading the qualifications of academic staff, many of whom were appointed before the development of the advanced education system; for example, in 1975, 57.5 per cent of staff on staff development leave were studying for higher qualifications. Advanced education, as a system of higher education, dates from 1965 and the teachers colleges were added in 1973. By 1979 or 1980, most of the upgrading of staff who were in post in 1965 and 1973 respectively should have taken place. The Commission accepts that in the earlier years of the development of the colleges it may have been reasonable to support the improvement of qualifications of staff, but sees no case now for providing full-time opportunities on full pay for staff to improve their qualifications. It considers that, subject to the comments in paragraph 3.39, academic staff in universities and colleges should not use study leave for the purpose of acquiring higher formal qualifications.

3.38 The Working Party recommended a scheme of scholarships for advanced education academic staff. However, there was no support for such a scheme, and the Commission is not proposing that one should be established. Notwithstanding this, the Commission believes that staff are entitled to some assistance to improve their qualifications; they might be given much the same opportunities as employees in the public sector. The Commission hopes that colleges will grant opportunities to staff who wish to undertake higher degrees by part-time studies. It has been pointed out to the Commission that members of university staffs are able to undertake Ph.D. work as part-time students, but that this is a privilege not generally available to non-staff members. The Commission believes that universities might give consideration to making it possible for members of the academic staff of colleges to undertake higher degree work by part-time studies and, in appropriate cases, by external studies. The Commission appreciates that the academic staff of regional colleges which are not conveniently located to universities may be in an especially difficult position; special arrangements may have to be made by the colleges in some of these cases.

3.39 The above paragraphs are not intended to apply to those cases in which an institution wishes a member of its staff to undertake a specific course to prepare him for teaching specialised areas in the work of the college. Sometimes such a course will have to be undertaken overseas, for example, advanced academic work in nurse education. These cases could be handled through study leave but they would have to be on a strictly limited scale if they were not to conflict with the purposes of study leave; alternatively special arrangements could be made outside the scheme.

IMPLEMENTATION

3.40 The extent to which there are contractual obligations relating to study leave between institutions and their academic staff varies considerably from institution to institution. In a limited number of institutions there are industrial agreements between the institutions and their academic staff, which provide for study leave arrangements. In most employment contracts there is some mention of study leave arrangements, but this does not necessarily imply that an institution has a legal obligation to provide study leave to a particular staff member either at a particular level of frequency or at a particular level of financial support, or indeed at all. In almost all institutions study leave can be taken by a staff member only if his program is approved; approval depends on the nature of the program and the convenience of the institution. Nevertheless there may be some contracts between institutions and staff members specifying study leave conditions which are legally enforceable.

3.41 Apart from contractual obligations, institutions may feel a moral obligation to staff members who have been recruited on the basis of a particular scheme of study leave being in operation. This is particularly relevant in cases where staff have been recruited from overseas. The Commission has been told by members of academic staff that they accepted appointments in Australia on the understanding that study leave would be regularly available and that they could expect to be able to work from time to time in institutions in Europe and North America.

3.42 The Commission appreciates that institutions will have to take all these considerations into account, and points out that its recommendations allow for a substantial provision of study leave even though not at the existing level of availability. The recommendations should not be interpreted as suggesting that institutions consider breaking legally binding contracts or strong moral commitments.

3.43 As far as the year 1979 is concerned, a number of firm commitments for study leave programs will have already been made to some individual staff members. If due allowance is made for these, implementation of the Commission's recommendations should be able to be phased in over the triennium commencing 1 January 1979, so that, subject to the legal conditions referred to in the preceding paragraph, the new arrangements become fully operational by the end of the triennium.

3.44 As pointed out in paragraph 3.17, the prime purpose of the proposed modifications is to secure a better use of the resources currently available to institutions. The Commission does not see that the proposed arrangements will result in any reductions in staff numbers, but it expects a more effective use of staff resources as members of the academic staff spend more time with students in their own institutions.

3.45 The modified arrangements may result in an increase in certain costs in Australian institutions. As pointed out in paragraph 3.8 study leave has been a means of obtaining the use of overseas facilities very cheaply; if academic staff are to spend more time in their own institutions, additional support and facilities will need to be provided. These increased costs may be partly offset by some reduction in expenditure on fares and travel allowances, which, as has been indicated in paragraph 3.12 above, amounted to approximately $4.2 million for universities and colleges of advanced education in 1977.

CHAPTER 4 : RECOMMENDATIONS

4.1 The Commission is convinced of the importance of study leave but for the reasons set out in Chapter 3 it has concluded that present arrangements should be modified. The Commission has taken account of the restriction on the resources available for universities and colleges of advanced education in the present economic climate as well as the growth that has taken place in Australian institutions of higher education and research since the Second World War. The purpose of the Commission's recommendations is to achieve a more effective use of the resources available to universities and colleges of advanced education. The Commission is confident that the universities and colleges will be able to achieve this result by exercising their responsibilities within the broad recommendations proposed.

4.2 The Commission is aware that its recommendations represent major changes in the availability of study leave and its administration. As pointed out in paragraph 3.43, the new arrangements could be fully operational by the end of 1981. After the conclusion of the 1979-81 triennium, the Commission will review the operation of outside studies programs and professional experience programs.

4.3 The Commission recommends :

(1) that universities should revise their existing arrangements for study leave to enable more effective use of resources in a way which makes provision for :

(a) the need for members of academic staff, chosen on the basis of proposals for research or scholarly work, to have the opportunity periodically to carry out sustained research or scholarly activity outside their own university; and

(b) the need, as appropriate, for members of academic staff to carry out such research or scholarly work overseas in order to keep abreast of developments or to use research facilities or resource materials not available in Australia;

(2) that universities should make the revisions proposed in Recommendation (1) in accordance with the following :

(a) use of the terms "sabbatical leave" or "study leave" should be discontinued;

(b) "outside studies programs" should be established to enable members of academic staff to undertake, from time to time, sustained research or scholarship outside their own universities;

(c) the total amount of time spent by members of the academic staff under outside studies programs in each university should not be greater than 7 per cent of available man-years of staff time of the grade of lecturer and above, averaged over the triennium;

(d) the participation of a member of the academic staff in the outside studies program should not be automatic but should be based on the needs of the institution, the nature of the project proposed by the staff member, and his capacity to make effective use of such an opportunity;

(e) the present emphasis on overseas programs should be reduced to take account of the growth of facilities for advanced work in Australia in recent years;

(f) any proposal for an absence of more than two weeks for the purpose of attending a conference should be dealt with as being within the outside studies program;

(g) unless there are special circumstances, any period of absence from the university under the outside studies program should not be greater than six months; and

(h) academic staff who participate in the outside studies program should be required to submit such reports as would enable the university to fulfil effectively the requirement in Recommendation (3) below;

(3) that universities should publish information annually on the operation of their outside studies programs including data on the number and size of grants made for travel purposes, and provide such other statistical data on their programs to the Tertiary Education Commission as is determined by the Commission;

(4) that universities should :

(a) examine terms of appointment of existing academic staff, insofar as they relate to study leave, with a view to accommodating the proposals contained in Recommendation (2); and

(b) base relevant terms of appointment of new academic staff on the proposals contained in Recommendation (2);

(5) that participation in outside studies programs should be limited to members of the academic staff;

(6) that colleges of advanced education should revise their existing arrangements for staff development to enable more effective use of resources in a way which makes provision for members of the academic staff, chosen on the basis of proposals submitted, to have the opportunity periodically to work outside their own college in order to :

(a) maintain and improve their professional and vocational knowledge;

(b) obtain practical experience in the workplace for which they are preparing students; and

(c) where appropriate, undertake applied research;

(7) that colleges of advanced education, in conjunction with State advanced education co-ordinating authorities where appropriate, should make the revisions proposed in Recommendation (6) in accordance with the following :

(a) use of the terms "staff development leave" and "study leave" should be discontinued;

(b) "professional experience programs" should be established to enable members of the academic staff to work, from time to time, outside their own colleges, for the purposes set out in Recommendation (6);

(c) the total amount of time spent by members of the academic staff under professional experience programs in each college should not be greater than 5 per cent of available man-years of staff time of the grade of lecturer and above, averaged over the triennium;

(d) the participation of a member of the academic staff in the professional experience program should not be automatic but should be based on the needs of the institution, the nature of the project proposed by the staff member, and his capacity to make effective use of such an opportunity;

(e) the present emphasis on overseas programs should be reduced to take account of the availability of appropriate facilities in Australia;

(f) any proposal for an absence of more than two weeks for the purpose of attending a conference should be dealt with as being within the professional experience program;

(g) unless there are special circumstances, any period of absence from the college under the professional experience program, should not be greater than six months;

(h) academic staff who participate in the professional experience program should be required to submit such reports as would enable the college to fulfil effectively the requirement in Recommendation (8) below;

(8) that colleges of advanced education should publish information annually on the operation of their professional experience programs, including data on the number and size of grants made for travel purposes, and provide such other statistical data on their programs to the Tertiary Education Commission, through State co-ordinating authorities, as is determined by the Commission;

(9) that colleges of advanced education, and State advanced education co-ordinating authorities where appropriate, should :

(a) examine terms of appointment of existing teaching staff, insofar as they relate to staff development leave, with a view to accommodating the proposals contained in Recommendation (7); and

(b) base relevant terms of appointment of new academic staff on the proposals contained in Recommendation (7);

(10) that participation in professional experience programs should be limited to members of the academic staff.

APPENDIX A

MINISTER FOR EDUCATION

PARLIAMENT HOUSE
CANBERRA A.C.T

10 November 1976

Emeritus Professor P.H. Karmel, A.C., C.B.E.,
Chairman,
Universities Commission,
P.O. Box 250,
CANBERRA CITY A.C.T. 2601

Dear Professor Karmel,

Study Leave at Universities

Consistent with the Government's concern to ensure that the resources devoted to tertiary education in Australia are utilised as efficiently and economically as possible, I have decided that there should be an enquiry into the system of study leave at universities.

I should be grateful if, in accordance with Section 16 of the Universities Commission Act 1959, you would arrange to report to me on :

(i) the place of study leave in relation to the functioning of universities;

(ii) the nature of existing study leave schemes at universities including information relating to eligibility for and conditions of study leave and information on the cost, both direct and indirect, of study leave;

(iii) the desirability of modifications to existing study leave schemes and the possible nature of any such modifications; and

(iv) any other matters which the Commission considers relevant to this enquiry.

I do not envisage a public enquiry, but the Commission should be prepared to receive submissions from interested organisations, including the universities themselves and staff associations. I would ask that, in conducting this enquiry, the Universities Commission consult with the States and with the Commission on Advanced Education on the implications of its conclusions for the advanced education sector.

Yours sincerely,

J. L. CARRICK

APPENDIX B

MINISTER FOR EDUCATION

PARLIAMENT HOUSE
CANBERRA A.C.T.

20 December 1976

Dr E.S. Swinbourne,
Chairman,
Commission on Advanced Education,
P.O. Box 1860,
CANBERRA CITY A.C.T. 2601

Dear Dr Swinbourne,

Study Leave
at Colleges of Advanced Education

Consistent with the Government's concern to ensure that the resources devoted to tertiary education in Australia are utilised as efficiently and economically as possible, I have decided that there should be an enquiry into the system of study leave and similar arrangements at colleges of advanced education.

I should be grateful if, in accordance with Section 16 of the Commission on Advanced Education Act 1971, you would arrange to report to me on :

(i) the place of study leave and similar arrangements in relation to the functioning of colleges of advanced education;

(ii) the nature of existing study leave schemes at the colleges including information relating to eligibility for and conditions of study leave and information on the cost, both direct and indirect, of study leave;

(iii) the desirability of modifications to existing study leave schemes and the possible nature of any such modifications; and

(iv) any other matters which the Commission considers relevant to this enquiry.

I do not envisage a public enquiry, but the Commission should be prepared to receive submissions from interested organisations, including the colleges themselves and staff associations. I would ask that, in conducting this enquiry, the Commission on Advanced Education consult with the State co-ordinating authorities in advanced education and with the Universities Commission.

Yours sincerely,

J. L. CARRICK

APPENDIX C

LIST OF ORGANISATIONS AND INDIVIDUALS SUBMITTING COMMENTS ON THE DRAFT REPORT

NATIONAL BODIES

Australian Vice-Chancellors' Committee
Australian Conference of Principals of Colleges of Advanced Education
Federation of Australian University Staff Associations
Federation of Staff Associations of Australian Colleges of Advanced Education

STATE EDUCATION AUTHORITIES

New South Wales Higher Education Board
Victoria Institute of Colleges
State College of Victoria
Queensland Board of Advanced Education
South Australian Board of Advanced Education
Western Australian Post-Secondary Education Commission
Western Australian Teacher Education Authority
Tasmanian Council of Advanced Education

COMMONWEALTH GOVERNMENT DEPARTMENTS AND AUTHORITIES

Australian Atomic Energy Commission
Australian Science and Technology Council
Commonwealth Scientific and Industrial Research Organisation
Department of Employment and Industrial Relations
Department of Finance
Department of Productivity
Department of Science
Public Service Board

UNIVERSITIES AND COLLEGES OF ADVANCED EDUCATION

Adelaide College of Advanced Education
Alexander Mackie College of Advanced Education
Armidale College of Advanced Education
Australian National University
Ballarat College of Advanced Education
Brisbane Kindergarten Teachers College
Canberra College of Advanced Education
Capricornia Institute of Advanced Education
Churchlands College of Advanced Education
Cumberland College of Health Sciences
Darling Downs Institute of Advanced Education
Deakin University
Flinders University of South Australia
Footscray Institute of Technology
Graylands Teachers College

Griffith University
Hawkesbury Agricultural College
James Cook University of North Queensland
Kelvin Grove College of Advanced Education
Kuring-gai College of Advanced Education
La Trobe University
Macquarie University
Mitchell College of Advanced Education
Monash University
Mount Gravatt College of Advanced Education
Mount Lawley Teachers College
Murray Park College of Advanced Education
Nepean College of Advanced Education
North Brisbane College of Advanced Education
Northern Rivers College of Advanced Education
Nursery School Teachers College
Queensland Conservatorium of Music
Queensland Institute of Technology
Riverina College of Advanced Education
Roseworthy Agricultural College
Royal Melbourne Institute of Technology
Salisbury College of Advanced Education
South Australian Institute of Technology
State College of Victoria, Burwood
State College of Victoria, Frankston
State College of Victoria - Institute of Early Childhood Development
State College of Victoria, Melbourne
State College of Victoria, Rusden
State College of Victoria, Toorak
Swinburne College of Technology
Sydney Teachers College
The Milperra College of Advanced Education
The New South Wales Institute of Technology
Torrens College of Advanced Education
Townsville College of Advanced Education
University of Adelaide
University of Melbourne
University of Newcastle
University of New England
University of New South Wales
University of Queensland
University of Sydney
University of Tasmania
University of Western Australia
University of Wollongong
Victorian College of Pharmacy
Western Australian Institute of Technology
Wollongong Institute of Education

STAFF ASSOCIATIONS

Academic Staff Association of Riverina College of Advanced Education
Academic Staff Association of the Western Australian Institute of Technology (Inc.)

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Academic Staff Association, South Australian
  Institute of Technology
Australian National University Staff Association
Canberra College of Advanced Education Association
  of Academic Staff
Caulfield Institute of Technology (Combined)
  Staff Associations
Deakin University Academic Staff Association
Federation of Academic Staff of N.S.W. Colleges
  of Advanced Education
Footscray Institute of Technology Professional
  Staff Association
Griffith University Faculty Staff Association
Institute of Early Childhood Development Staff Association
James Cook University Staff Association
La Trobe University Staff Association
Macquarie University Staff Association
Melbourne University Staff Association
Murdoch University Academic Staff Association
New South Wales Institute of Technology Academic
  Staff Association
New South Wales Teachers' Federation
Queensland Institute of Technology Academic
  Staff Association
Roseworthy Agricultural College Academic
  Staff Association
Rusden State College Staff Association
State College of Victoria Staff Associations Council
State Council of Academic Staff Associations of Colleges
  of Advanced Education (S.A.)
Swinburne Academic Staff Organisation
Swinburne Staff Association
Sydney Association of University Teachers
Tasmanian College of Advanced Education (Newnham)
  Staff Association
The Academic Staff Association of the Western Australian
  Teachers College (Inc.)
The Flinders University Staff Association
The Professional Staff Association of the Capricornia
  Institute of Advanced Education
The Staff Association of Monash University
The University of Adelaide Staff Association
The University of New England Teachers Association
Torrens College Academic Staff Association
University of Queensland Staff Association
University of Tasmania Staff Association
University of Western Australia Academic Staff Association
University of Wollongong Academic Staff Association
Victoria Institute of Colleges Staff Associations Council

INSTITUTIONALLY BASED BODIES

Association of Librarians of Colleges
  of Advanced Education
Australia and New Zealand Student Services Association
Australia and New Zealand Student Services Association
  (Victorian Branch)

Australian Academy of Humanities
Committee of Australian Graduate Schools of Management
Committee of College Librarians of Colleges of Advanced Education in South Australia
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Conference of Heads of Architecture Schools of Australasia
Conference of Principals of New South Wales Colleges of Advanced Education
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Professional Officers' Association of New South Wales (Sydney University Branch)
The Association of Principal Officers of Australian Regional Colleges of Advanced Education
The Association of University Clinical Professors of Australia
The Australasian Universities Law Schools Association
The Australian Association for Research in Education
The Committee of Deans of Australasian Schools of Medicine
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Victoria Institute of Colleges Chief Librarians Association

OTHER BODIES

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Australian Mathematical Society
Australian Medical Association
CCAE Administrative Studies Graduates Association
The Australian Society for Microbiology
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TERTIARY EDUCATION COMMISSION

DRAFT REPORT ON STUDY LEAVE

APRIL 1978

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TERTIARY EDUCATION COMMISSION

PREFACE TO DRAFT REPORT

In July 1977, the Commission received a request from the Minister for Education, which confirmed earlier requests to the former Universities Commission and Commission on Advanced Education, to examine study leave and staff development leave schemes in universities and colleges of advanced education and to report on the desirability of modifications to the schemes. To assist it in this task, the Commission appointed a Working Party, which has prepared this draft report.

The Working Party considers that study leave and staff development leave have made a major contribution to the development of universities and colleges in Australia. It points out, however, that in the period since these schemes were introduced, there have been major developments in travel and communications as well as significant developments within the university and college systems and has concluded that the existing schemes require substantial revision in the light of these changes.

The Commission supports this conclusion and is in broad agreement with the revised arrangements which the Working Party has proposed. However, before it finalises its report the Commission wishes to give interested persons and organisations, including academic staff affected by the proposals, an opportunity to express their views on the report. The Commission has therefore decided, with the concurrence of the Minister, to release the report as a draft and is inviting public comment on it. Comments should be forwarded to:

Acting First Assistant Commissioner,
Tertiary Education Commission,
P.O. Box 250,
CANBERRA CITY. A.C.T. 2601

All comments received by 14 July 1978 will be taken into account in the preparation of the final report.

PETER KARMEL
Chairman

April 1978

Emeritus Professor P.H. Karmel, A.C., C.B.E.,
Chairman,
Tertiary Education Commission,
P.O. Box 250,
CANBERRA CITY A.C.T. 2601

Dear Professor Karmel,

In accordance with the request to the Tertiary Education Commission by the Minister for Education and our subsequent appointment as a Working Party to assist the Tertiary Education Commission in its consideration of study leave in universities and staff development leave in colleges of advanced education, we now present the attached draft report.

Yours sincerely,

D.N.F. Dunbar, *Commissioner (Universities)*, Convener
C.M. Searby, *Commissioner*
W.L. Hughes, *Member, Universities Council*
A.W. Wilkinson, *Member, Advanced Education Council*

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PART I - GENERAL

CHAPTER ONE : INTRODUCTION

TERMS OF REFERENCE

1.1 The Minister for Education in his statement to the Parliament on 4 November 1976 on the programs of the education commissions for the 1977-79 triennium, foreshadowed that he intended, in accordance with his statutory powers, to ask the Universities Commission and the Commission on Advanced Education to undertake investigations into study leave schemes operating in universities and colleges of advanced education. The Minister wrote to the Chairman of the Universities Commission on 10 November 1976 and to the Chairman of the Commission on Advanced Education on 20 December 1976 conveying formal terms of reference (copies of the letters are at *Appendix A* and *Appendix B* respectively).

1.2 The Universities Commission and the Commission on Advanced Education initiated the collection of information on study leave, but their investigations were not complete at the time of establishment of the Tertiary Education Commission on 22 June 1977. The Minister subsequently requested that the Tertiary Education Commission report to him on study leave, under section 7(1)(a)(iii) of the *Tertiary Education Commission Act 1977*, with the following terms of reference:

> To report to the Minister for Education on -
>
> (i) The place of study leave in relation to the functioning of universities/colleges;
>
> (ii) The nature of existing study leave schemes at universities/colleges, including information relating to eligibility for and conditions of study leave and information on the cost, both direct and indirect, of study leave;
>
> (iii) The desirability of modifications to existing study leave schemes and the possible nature of any such modifications; and
>
> (iv) Any other matters which the Commission considers relevant to this enquiry.

1.3 At its first meeting, in July 1977, the Tertiary Education Commission established a Working Party to prepare a report to assist the Commission's examination of study leave. The Working Party comprised:

Professor D.N.F. Dunbar, Commissioner (Universities), *Convener*

Mrs. C.M. Searby, Commissioner

Dr. W.L. Hughes, Member, Universities Council
(Managing Director, Walkers Ltd.)

Mr. A.W. Wilkinson, Member, Advanced Education Council *(General Manager, (Personnel and Administration), Shell (Aust.) Pty. Ltd.)*

ENQUIRIES OF FORMER COMMISSIONS

1.4 In the course of its examination of study leave, the former Universities Commission invited universities to make submissions addressed to the terms of reference of the enquiry and asked them to provide detailed information on their study leave schemes - including the formal provisions of the schemes and statistical data on the actual numbers of academic staff on study leave in 1975 and earlier years, the duration of their leave periods and grants received. Submissions were also invited from other major interested parties - the Australian Vice-Chancellors' Committee, the Federation of Australian University Staff Associations and individual university staff associations. A list of submissions received by the Universities Commission is at *Appendix C*.

1.5 In accordance with a request made by the Federation of Australian University Staff Associations, submissions were made available in the Universities Commission's offices for perusal for a period in mid-1977 and the major interested parties, listed above, were given the opportunity to make supplementary submissions within a specified time limit. No supplementary submissions were received.

1.6 The Commission on Advanced Education invited State advanced education authorities to make submissions addressed to the terms of reference of the enquiry and to provide detailed statistical information on the operation of staff development leave schemes in colleges in 1975 similar to that requested by the Universities Commission from universities. The Commission on Advanced Education also invited submissions from the Australian Conference of Principals of Colleges of Advanced Education, the Federation of Staff Associations of Australian Colleges of Advanced Education, the NSW Teachers Federation and the Public Service Association of NSW. A number of submissions had been received before the establishment of the Tertiary Education Commission and the balance was subsequently received by the Commission in the latter part of 1977. A list of submissions on staff development leave in colleges of advanced education is at *Appendix D*.

PROCEDURES ADOPTED BY THE WORKING PARTY

1.7 As noted in preceding paragraphs, a considerable amount of information on study leave schemes in Australian universities and colleges had been collected at the time of the establishment of the Working Party. The Working Party, therefore, decided to base its investigations largely on material already obtained from institutions.

1.8 In addition, the Working Party also sought information on comparative practices in overseas tertiary institutions and in other Australian employment. In the case of the former the Working Party had available to it some information on study leave practices in the United Kingdom, Canada, the United States and New Zealand. In the latter case information was obtained from CSIRO and six large technology-intensive companies on the provision made for employees to gain overseas experience.

1.9 The Working Party's approach to the enquiry is set out in Chapter 2.

CHAPTER TWO : AN OVERVIEW

2.1 This chapter outlines the approach taken by the Working Party to its task, comments on the form of the report and includes a number of general observations, applicable to both the university and advanced education sectors, which the Working Party wishes to make.

APPROACH TO THE ENQUIRY

2.2 The Working Party considered that its review of study leave and staff development leave should not be limited to the administrative details of existing schemes. It approached its task with the idea of examining the basic concept of study leave and developing from first principles arrangements designed to meet the contemporary needs of both institutions and individual staff members. The Working Party believed that a thorough review of this nature was timely in view of the many changes which have occurred in the Australian academic situation since the adoption of the study leave concept (on which staff development leave schemes have also been largely based) in the 1950s.

2.3 In this regard, the Working Party was disappointed that the submissions received in relation to study leave and staff development leave were concerned primarily with supporting existing schemes and none gave any serious consideration to any alternative forms which might more effectively meet institutional needs. The Working Party examined the possibility of inviting submissions from a wider range of sources but considered that the terms of reference of the enquiry precluded this.

2.4 Early in its deliberations it became evident to the Working Party that the requirements of the advanced education sector were significantly different from those of the university sector principally because of the emphasis on research as part of the duties of university staff. The Working Party has therefore dealt separately with the two sectors in making its recommendations, although there is a close parallel between the two. There are, of course, other differences - perhaps the most important from the point of view of the present enquiry being the role of State co-ordinating authorities in the advanced education sector. Changes have recently occurred in the nature of some of these State authorities but these changes are not such as to affect the recommendations of the Working Party.

2.5 One aspect of the enquiry which has caused the Working Party continuing difficulty was the shortage of reliable data on the incidence and cost of study leave in both universities and colleges. The information collected and used was sufficient to enable some general conclusions to be drawn and some trends to be identified, but in accuracy and statistical quality it falls far short of that available to the Commission in the normal statistics relating to universities and colleges of advanced education. The Working Party has included in its recommendations proposals designed to improve the quality of data so that, in future, more reliable and precise material will be available.

2.6 A particular difficulty with the data has been the problem of identifying study leave in a context of many other forms of leave or absence from duty in the lecture room. For example, some universities regard short absences to attend conferences as part of study leave, others do not. Some adopt different attitudes depending on whether the absence involves travel overseas. As well as conference leave, other opportunities such as special leave, leave without pay, leave with partial pay, field work, business trips and duty journeys of various kinds are to be found in most institutions. The Working Party has, as a result, found difficulty in making a consistent assessment which will reasonably reflect the study leave activity in each institution. It has chosen, however, to concentrate its attention principally on extended periods of paid release from teaching duties which it believes have been characteristic of study leave and staff development leave schemes in a way which other forms of release have not.

2.7 The Working Party has attempted, despite the limitations of the available data, to assess the level of study leave activity in universities and of staff development activity in colleges from the point of view both of the institution and the individual member of staff. Limits have been suggested for these kinds of activities in terms of the total time each year which can be reasonably used for these purposes by the staff of each institution taken in aggregate. At the same time a maximum period of absence is proposed for each member of staff in each three year period. These two constraints, taken together, are designed to enable each institution to provide opportunities appropriate to the needs of staff while at the same time keeping the total absence from regular teaching responsibilities to an acceptable level.

FORM OF REPORT

2.8 As noted earlier, the Working Party decided that university study leave schemes and college staff development leave schemes should be considered separately. The report has therefore been divided into two main sections. One, consisting of Chapters 3, 4 and 5, deals with study leave in universities while the other, consisting of Chapters 6, 7 and 8, relates to staff development leave in colleges of advanced education. In each case the first chapter sets out in summary the existing arrangements; the second chapter outlines the submissions received and their contents, while in the third chapter are set out the Working Party's views and recommendations. It should be noted in relation to some parts of Chapter 8 that arguments which apply equally to colleges and universities and which have already been stated in Chapter 5 have not been repeated in detail.

2.9 Chapter 9 contains a summary of the conclusions and recommendations of the Working Party for both sectors.

INTENTION OF RECOMMENDATIONS

2.10 The Working Party has been very conscious of the considerable variety in the terms of appointment of staff in the various colleges and universities, the autonomy of such institutions in fixing many of these conditions and the extent to which it is possible to vary such terms and conditions except by agreement between the parties concerned. For these reasons the Working Party has sought to couch its recommendations in a form which places the principal responsibility for action on the universities, the colleges of advanced education and the State co-ordinating authorities; such action to be taken within certain limits set down by the Tertiary Education Commission.

2.11 The Working Party has attempted to assess the net effect of its recommendations in terms of the effective use of real resources and the benefits to institutions, students and staff. In universities there will be noticeable reductions in the average duration of absence from the lecture room but there may be more frequent absences which will maintain the level of research activity without detracting from the teaching obligation. Only those staff who are able to establish a need to be released from teaching will participate in the proposed programs. Staff who are granted assistance to travel abroad for research or other approved purposes will be absent for shorter periods and will seldom receive grants in support of dependants.

2.12 Nevertheless, the general level of opportunity for sustained research for those members of staff able to make a good case based on their capacity and the interests of the institution will be no lower than at present.

2.13 In colleges of advanced education, the Working Party seeks to shift the emphasis from the desire on the part of individuals to improve their formal qualifications to the need for wider and continuing professional experience for the teaching staff if they are to provide the highest qualities of education expected in the colleges. More staff should be able to engage in work programs in industry or business with consequential benefit to all concerned. While the need to improve qualifications is less and less evident among the staff of the colleges, the Working Party has proposed the introduction of a scholarship scheme which will offer some staff the opportunity to gain higher formal qualifications.

2.14 In both universities and colleges the rapid growth in staff numbers in the early years of the present decade would have resulted in an increasing demand for resources to be devoted to study leave and staff development programs in the next few years. The Working Party holds the view that this demand should be contained within the limits suggested which may well require more selectivity of proposals and greater need to justify absences from the classroom or lecture room while at the same time continuing to provide a reasonable opportunity for those best able to take advantage of it.

OTHER MATTERS

2.14 *Secondment and exchange.* The Working Party has given little attention to the possibilities of staff being exchanged between institutions or being seconded from one to another for specific periods and purposes. Such lack of attention is not because the Working Party sees no merit in such arrangements but because they appear to be outside its terms of reference. Both procedures offer considerable opportunities for staff development and in times of relatively stable staff numbers both represent important avenues for maintaining the quality of teaching and injecting new ideas. Any efforts to develop the use of these practices on a more widespread basis should be encouraged.

2.15 *Outside earnings and other income.* In many cases staff going on leave are able to obtain grants or scholarships to assist them in meeting expenses particularly in relation to travel overseas. Staff are also often able to secure employment, perhaps only part-time, while they are on leave and are thus able to supplement their normal salary for a period. The attitude of the institution to such earnings varies but in all cases a procedure is adopted which is intended to encourage staff to seek funds from other sources so that the calls being made on university or college funds will be reduced. Frequently the grant from the institution is reduced, but unless the total funds retained by the staff member are greater than the sum available from the institution there is little or no incentive to seek outside assistance.

2.16 Particular problems may be seen as arising when college staff on leave accept employment with other instrumentalities or firms. It may well result in a member of staff receiving two salaries simultaneously. The Working Party does not wish to attempt to set down criteria which should be applied but simply draws attention to the problem and points out that a principle widely adopted in such circumstances is that the staff member should suffer no loss in income nor any substantial increase.

2.17 *Taxation matters.* As will be noted in Chapters 4 and 7, both FAUSA and FSAACAE included in their submissions proposals suggesting that the Asprey Committee's recommendation on tax deductibility for dependants' expenses incurred as a direct consequence of participating in a program of study leave or staff development leave should be endorsed by the Commission and recommended to the Government for adoption. The Working Party does not see such a recommendation as falling within its terms of reference but in view of its recommendations on travel assistance for work overseas the point would have little relevance. The Working Party considers that the staff associations should make representations direct to the Treasurer if they wish to pursue this matter.

PART II - STUDY LEAVE IN UNIVERSITIES

CHAPTER THREE : THE PRESENT SITUATION

ORIGINS OF STUDY LEAVE

3.1 Study leave (or "sabbatical leave" as it has been more commonly known) is the release from teaching commitments for one year in every seven granted by universities to academic staff to enable them to undertake a sustained period of research or to familiarise themselves with the latest developments in their fields of study. The term "sabbatical" appears to be derived from the Biblical "Sabbatical Year". (1)

3.2 As long ago as 1860, the University of Sydney granted leave without pay to a professor to spend a year visiting laboratories in Europe and the United Kingdom, but the practice of granting formal sabbatical leave is believed to have originated at Harvard University in 1880 in response to the need to bring American academics into closer contact with the centres of learning in Britain and Europe. Similar considerations led to the granting of sabbatical leave in Australian universities. Although such leave has been granted in one form or another to certain categories of staff in the older universities for many decades, it is only since the Second World War that it has become widely available. All universities have developed formal schemes which make broadly similar provisions for pro rata leave, travel grants and a range of other conditions. In the Australian context the emphasis of sabbatical leave has been on extended periods of travel to tertiary institutions and research centres in Europe and North America. In recent years the term "sabbatical leave" has been replaced by the name "study leave" in order to emphasise the academic nature of activities undertaken on leave.

EXISTING STUDY LEAVE SCHEMES

3.3 Study leave is available to academic staff in all Australian universities. The basis on which staff may obtain study leave is set out in study leave rules or in conditions of appointment of staff. In most universities academic staff may apply for leave in the expectation that it will be granted subject to departmental commitments to teaching and to approval of the study program proposed. In some institutions - notably the Institute of Advanced Studies at the Australian National University, the University of Western Australia, James Cook University of North Queensland and Monash University - study leave is regarded as a contractual right of eligible staff and this is formally incorporated in conditions of appointment.

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(1) A biblical reference sometimes quoted in relation to "sabbatical year" is Deuteronomy, 15. See Sawer G., "Study Leave in Australian Universities" (republished from *Quadrant*) *Vestes* Vol. X, No. 4, December 1967, p. 224. The concept of a "sabbatical year" is perhaps better expressed in Leviticus, 25.

3.4 Study leave schemes at all Australian universities have common basic features; variations occur in matters of detail. *Table 3.1* sets out the major features of study leave schemes as at March 1977. These provisions are used as a broad guide and institutions apply them with some degree of flexibility to meet departmental convenience and the wishes of individual academic staff.

3.5 Academic staff of the grade of lecturer and above are eligible for study leave in all universities. In most universities principal or senior tutors are also eligible for leave, but sometimes under more limited conditions. Most universities also provide for certain grades of non-academic staff such as the registrar, the university librarian and other senior administrative, library and computing staff to be granted a form of study leave.

3.6 All institutions require academics wishing to take a period of study leave to apply formally and to submit some form of plan of proposed activities. Procedures for approval vary between institutions. Most commonly approval is given by the governing body or the vice-chancellor as its delegate, often acting on the advice of a study leave committee which considers all applications.

3.7 The standard provision for study leave is one year of leave after six years of service. Some institutions also allow staff to remain on study leave during the period known as the 'long vacation' in addition to the one year leave period. All universities make provision for leave to be taken on a pro rata basis, usually at the rate of six months leave after three years of service. Pro rata leave is generally granted in such a way that the total study leave and assistance granted for short periods of leave will not exceed the maximum available in each seven year period.

3.8 The Institute of Advanced Studies at the Australian National University, because of its development as a national research institute, has adopted a scheme which provides for more liberal leave entitlements. Professors at the Institute are entitled to one year of study leave in every four years, professorial fellows and senior fellows are eligible for one year of study leave in every six years and fellows are entitled to one year of leave in every seven years.

TABLE 3.1

STUDY LEAVE PROVISIONS IN UNIVERSITIES, AS AT MARCH 1977

University	Eligible academic staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro-rata leave available	Leave available in Australia	Full salary and financial assistance	Non-academic staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
Sydney	Permanent principal tutor and above	n.a.	12 months after 6 years	✓	✓	✓	Librarian, vice-chancellor and principal, deputy vice-chancellor, deputy principal, registrar, deputy registrar, executive officer, accountant, assistant registrars.	Nil	To Senate	Equal to period of leave
New South Wales	Lecturer and above	3 years	" "	✓	in exceptional circumstances	✓	University librarian	Nil	To Council	" "
	Principal tutor	6 years	6 months after 6 years							
New England	Lecturer and above	n.a.	12 months after 6 years	✓	✓	✓	Registrar, librarian, director of external studies	Nil	To vice-chancellor	" "
	Senior tutor	n.a.	6 months after 6 years							
Newcastle	Tenured academic staff	n.a.	12 months after 6 years	✓	If approved by vice-chancellor	✓	Staff of rank equivalent to senior lecturer would be considered	Limited provision	To Council within 1 month	" "

TABLE 3.1 *(continued)*

University	Eligible academic staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro-rata leave available	Leave available in Australia	Full salary and financial assistance	Non-academic staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
Macquarie	Full-time permanent staff of senior tutor level and above	3 years	12 months after 6 years	✓	In special cases	✓	Non-teaching members of rank equivalent to registrar and above	Nil	To vice-chancellor	Equal to period of leave - may be served at another institution of higher education in Australia
Wollongong	Lecturer and above	3 years	" "	✓	In exceptional circumstances	✓	University librarian	Nil	To Staff Committee of Council	Equal to period of leave
	Principal tutor	6 years	6 months after 6 years							
Melbourne	Lecturer and above	3 years	12 months after 6 years	✓	✓	✓	None, but special leave for short periods may be granted	Limited provision	To Council	" "
	Principal tutor		6 months after 6 years							
Monash	Lecturer and above	n.a.	12 months after 6 years	✓	✓	✓	Staff of equivalent rank of senior lecturer and above in the library and administration	Nil	To Council	" "
	Principal tutor	n.a.	6 months after 6 years							

TABLE 3.1 *(continued)*

University	Eligible academic staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro-rata leave available	Leave available in Australia	Full salary and financial assistance	Non-academic staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
La Trobe	Lecturer and above	3 years	12 months after 6 years	✓	✓	✓	Senior librarian and above	Nil	To Council within 2 months	Equal to period of leave
	Principal tutor	3 years	6 months after 6 years							
Deakin	Full-time permanent teaching staff	3 years	12 months after 6 years	✓	✓	✓	Permanent full-time general and library staff where a specific university need can be demonstrated	n.a.	n.a.	" "
Queensland	Full-time permanent staff of lecturer level and above plus senior tutors on appointment until retirement	3 years	" "	✓	May be permitted by vice-chancellor	✓	Librarian, deputy librarian, and some counselling staff. Senior members of general staff may apply.	Limited provision	To Education Committee of Professorial Board within 3 months	" "
James Cook	Full-time permanent staff of senior tutor and above	n.a.	" "	✓	In exceptional circumstances	✓	Staff with salaries and conditions related to associate professor and above	Limited provision	To Study Leave Committee within 3 months	" "
Griffith	Full-time staff of lecturer level and above	3 years	" "	✓	✓	✓	University librarian	Limited provision	To School Standing Committee within 2 months	" "
	Senior teaching fellow and principal teaching fellow		9 months after 6 years							

TABLE 3.1 *(continued)*

University	Eligible academic staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro-rata leave available	Leave available in Australia	Full salary and financial assistance	Non-academic staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
Adelaide	Full and half-time staff of senior tutor level and above	6 academic terms	3 academic terms after 6 years	✓	✓	✓	None	Nil	To Council within 3 months	Equal to period of leave
Flinders	Senior tutor/ demonstrator and academic staff of lecturer level and above	3 academic terms	" "	✓	In special cases	✓	Librarian and director of computing services	Nil	To Council through the Study Leave Committee within 2 months	" "
Western Australia	Senior tutor and above	3 years	12 months after 6 years	✓	✓	✓	University librarian, deputy and divisional librarians, librarians; Extension Service Director, Deputy Director and officers; Director of Electron Microscopy Centre; Director and Deputy Director of Computing Centre; Executive Officer of Language Laboratory; Director of Education Research Unit.	Yes, through study leave replacement fund	To vice-chancellor within 1 month	" "
Murdoch	Lecturer and above	n.a.	" "	✓	✓	✓	University librarian, senior librarians, librarians, director of external studies	n.a.	To vice-chancellor	" "

TABLE 3.1 *(continued)*

University	Eligible academic staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro-rata leave available	Leave available in Australia	Full salary and financial assistance	Non-academic staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
Tasmania	Lecturer and above	n.a.	12 months after 6 years	✓	✓	✓	Staff with salaries equivalent to reader and above may be granted 3 to 6 months leave after 6 years service	Limited provision	To Council	Equal to period of leave
	Senior tutor	n.a.	6 months after 6 years							
Australian National										
School of General Studies	Lecturer and above (senior tutors after 10 years service)	n.a.	12 months after 6 years	✓	✓	✓	May be granted from time to time to senior staff, e.g. librarian, wardens of halls of residence	Limited provision	To Council	Equal to period of leave - waived if member takes up duty at another Australian university or University of Papua-New Guinea
Institute of Advanced Studies	Fellow and above	n.a.	Professor: 12 months in 4 years Reader/Senior Fellow: 12 months in 6 years Fellow: 12 months in 7 years	✓	n.a.	✓	n.a.	n.a.	To Council	n.a.

n.a.: Information not provided.

Source: Information provided by universities; AVCC Document 5/77 - Study Leave, 2 February 1977; AVCC submission to Universities Commission.

3.9 It is generally expected that academic staff will take their study leave period overseas. Although most universities permit the taking of study leave within Australia, many universities actively discourage the practice.

3.10 All universities provide study leave on full salary and all schemes provide for additional financial assistance in meeting travelling and associated costs. Some universities tie the level of financial assistance to current international air fares, usually allowing the staff member a full return fare to the relevant destination together with a proportion of the fares of spouse and children. Other universities have schedules of grants which take into account numbers of dependants but are not directly tied to current air fares. A small number of institutions makes provision for separately identifiable living allowances in addition to travel grants. In many cases, staff going on study leave are able to obtain funds from sources outside the university and university grants are generally reduced on a sliding scale related to the amount of outside assistance.

3.11 All universities require each member of staff returning from study leave to submit a report of activities, usually to the university's governing body. Most institutions require staff returning from study leave to continue in the service of the university for a period at least equal to the period taken on study leave.

OPERATION OF STUDY LEAVE SCHEMES

3.12 The Working Party has examined the pattern of study leave taken over the years 1970 to 1975 using the following sources of information:

(a) detailed data on university staff on study leave in 1975 collected by the former Universities Commission;

(b) material on university staff on study leave published annually by the Australian Vice-Chancellors' Committee;

(c) additional details provided by individual universities.

This gives a broad picture of the actual operation of study leave schemes, but it must be stressed that the quality of the basic data available is not comparable with that contained in the regular statistical collections from universities. As a result, the tables presented in this report lack precision. Considerable problems surround the collection of precise data in this area particularly in relation to matters of definition and the different approaches adopted by individual universities. Nevertheless, the data as presented are sufficiently reliable to allow broad trends to be identified both nationally and within institutions.

3.13 University study leave schemes exist alongside other provisions for short periods of leave - generally termed 'conference leave' or 'special leave'. Universities treat short periods of leave in different ways; not all regard such brief absences as study leave. With the aim of achieving some degree of consistency in approach, the Working Party has excluded from its examination of study leave data all leave periods of less than three months duration.

3.14 *Incidence of leave.* There is a variety of ways in which the incidence of study leave and its impact on the university system can be measured. The Working Party has chosen to examine the incidence of leave in four ways. The first is in terms of actual numbers of academic staff commencing study leave periods in each year. This simply indicates the number of staff absent independent of the size of the institution. Secondly, the number of staff commencing leave periods may be expressed as a proportion of all staff to give some indication of the effect in relation to total staff numbers, without taking into account the duration of the absences. Thirdly, the impact of study leave may be considered in terms of the total length of time members of staff in the aggregate are absent, since some leave periods may be much shorter than the theoretical twelve months. This combination of staff number and time may be conveniently measured in terms of man-years of leave taken as a proportion of the total number of man-years of staff time. The effect on teaching activity is, however, most apparent when leave is taken during the normal teaching term or semester. It may therefore be appropriate, fourthly, to consider absences during teaching time only. Such an effect may be measured in terms of the periods of absence of staff during the normal teaching sessions of the year as a proportion of the total teaching time available for all staff. A convenient unit for measuring such periods is the "teaching man-week" - the amount of teaching done by one man in one week. Each of these measures provides a different perspective on the effect of study leave; each has inherent limitations. While caution must be exercised in their interpretation, the four measures taken together provide useful information on broad trends.

3.15 *Table 3.2* sets out the number of staff, by institution, commencing a period of study leave in each year from 1970 to 1975. In that period the number of staff commencing a period of leave increased from 550 in 1970 to 928 in 1975. However, it should be remembered that this increase took place at a time of significant expansion in universities during which the number of full-time academic staff of the grade of lecturer and above rose from 5,870 to 8,110.

3.16 *Table 3.3* relates the number of academic staff commencing periods of study leave to the number of academic staff in each institution of the grade of lecturer and above for each year from 1970 to 1975. The table shows that the proportion of academic staff commencing leave periods rose noticeably from 9.4 per cent in 1970 to 11.8 per cent in 1973 and subsequently levelled out at 11.4 per cent in 1975. It is

TABLE 3.2

ACADEMIC STAFF COMMENCING A PERIOD OF STUDY LEAVE(a), BY UNIVERSITY, 1970 TO 1975

University	*1970*	*1971*	*1972*	*1973*	*1974*	*1975*
Sydney	97	92	98	94	93	104
New South Wales	58	53	60	75	98	110
New England	29	29	30	40	42	32
Newcastle	17	18	27	23	17	23
Macquarie	4	19	25	37	37	51
Wollongong	3	4	4	8	13	12
Melbourne	34	38	50	66	58	83
Monash	69	60	79	94	78	93
La Trobe	17	21	27	35	38	41
Deakin	..	..	..	..	..	..
Queensland	51	64	96	72	77	87
James Cook	9	4	13	17	18	22
Griffith	..	..	..	..	..	-
Adelaide	49	55	49	65	58	75
Flinders	24	15	21	29	36	25
Western Australia	35	53	54	67	58	42
Murdoch	..	..	..	..	..	-
Tasmania	17	10	30	36	42	43
Australian National						
School	21	37	45	42	42	38
Institute	16	23	33	25	22	47
TOTAL	550	595	741	825	827	928

(a) Excluding leave of less than three months.

Source: AVCC 'Study Leave Abroad' Lists (as corrected by universities) and information on staff on study leave in 1975 provided by universities.

TABLE 3.3

PROPORTION OF ACADEMIC STAFF OF THE GRADE OF LECTURER AND ABOVE(a) COMMENCING A PERIOD OF STUDY LEAVE(b), BY UNIVERSITY, 1970 TO 1975

University	*1970*	*1971*	*1972*	*1973*	*1974*	*1975*
	per cent	per cent	per cent	per cent	per cent	per cent
Sydney	13.1	12.0	12.0	10.6	10.3	10.8
New South Wales	8.4	7.2	7.8	8.7	10.6	10.6
New England	12.6	12.0	12.0	15.9	14.6	10.5
Newcastle	10.4	10.1	13.7	10.6	7.4	9.3
Macquarie	1.9	7.8	9.3	13.0	11.8	14.4
Wollongong	5.0	5.9	5.3	10.1	14.3	10.8
Melbourne	4.7	5.3	6.9	8.1	6.6	9.0
Monash	13.2	10.7	13.5	15.2	11.7	13.3
La Trobe	9.2	9.7	11.0	13.0	12.2	12.1
Deakin	..	..	..	..	..	..
Queensland	7.6	9.1	13.1	9.2	9.6	10.2
James Cook	9.9	3.7	11.7	14.4	13.7	16.4
Griffith	..	..	..	..	..	-
Adelaide	10.7	11.5	10.4	12.8	10.9	13.7
Flinders	19.5	10.3	12.8	16.3	18.3	11.4
Western Australia	9.4	13.2	13.4	15.3	12.6	8.6
Murdoch	..	..	..	..	..	-
Tasmania	10.6	5.8	15.6	18.3	19.7	19.0
Australian National						
School	8.2	14.1	16.4	14.5	13.5	13.4
Institute	7.3	10.6	14.6	11.0	9.4	17.8
ALL UNIVERSITIES	9.4	9.6	11.4	11.8	11.0	11.4

(a) Full-time academic staff of the grade of lecturer and above; in the case of the Institute of Advanced Studies - ANU: professors, professorial fellows, senior fellows and fellows.

(b) Excluding leave of less than three months.

Source: AVCC 'Study Leave Abroad' Lists (as corrected by universities) and information on staff on study leave in 1975 provided by universities.

apparent from *Table 3.3* that there are significant differences between universities in the proportion of academic staff commencing periods of leave in each year. While these differences may in part reflect the relative availability of study leave between institutions, a major part of the difference may also be accounted for by a tendency for staff in some institutions to make greater use of short periods of leave at more frequent intervals. At those institutions where a significant number of academic staff take two or more short periods of study leave within a six year period rather than a full year of leave after a six year interval the proportion of academic staff departing in each year would be correspondingly higher.

3.17 As the length of individual study leave periods actually taken varies, the third approach mentioned in paragraph 3.14 may be used as an informative measure of the commitment of university staff resources to study leave by comparing the number of "man-years" of leave taken by academic staff starting a period of study leave each year with the total number of available "man-years" for academic staff of the grade of lecturer and above in that year. This measure gives an indication of the notional proportion of academic staff absent from an institution on study leave at any given time throughout a year. *Table 3.4* shows the proportion of total available "man-years" of staff of the grade of lecturer and above taken as study leave by staff commencing leave periods in each year 1970 to 1975. For the university system as a whole, there was a moderate increase in the absence of staff on study leave from 7.7 per cent in 1970 to 9.2 per cent in 1972 followed by a tapering-off to 8.5 per cent in 1975. There are marked differences in the proportions of staff on leave in a given year between universities and from year to year within individual institutions. These differences may be attributable to such factors as the relative availability of leave, the extent to which academics take the full length of leave available under study leave schemes and a trend over the period towards the taking of shorter periods of leave at more frequent intervals.

3.18 It is difficult from the available data to draw firm conclusions about the extent to which academic staff at Australian universities have taken the full amount of leave for which they are eligible under university study leave schemes. It is sometimes argued that if all eligible academic staff used their maximum study leave provision of one year of leave after every six years of service then one in seven (or 14 per cent of academic staff of the grade of lecturer and above) would be absent on study leave in each year. However, in truth, the taking of full study leave allowances would result in a level of staff absences of 14 per cent only in a situation where there is a static population in the eligible class of staff. At a time of expansion in staff numbers, as occurred over the years 1970 to 1975, a proportion of new staff would not be immediately eligible for study leave, due to minimum period of service provisions and the need to accrue leave credits. Consequently, even if all staff took their study leave in full as they became eligible, the proportion of

TABLE 3.4

PROPORTION OF AVAILABLE MAN-YEARS OF ACADEMIC STAFF OF THE GRADE OF LECTURER AND ABOVE(a) TAKEN AS STUDY LEAVE(b), BY UNIVERSITY, 1970 TO 1975

University	*1970*	*1971*	*1972*	*1973*	*1974*	*1975*
	per cent	per cent	per cent	per cent	per cent	per cent
Sydney	10.2	9.5	9.5	8.1	8.3	8.1
New South Wales	7.3	7.1	7.0	7.4	8.1	8.0
New England	11.1	10.1	9.7	14.2	10.6	7.8
Newcastle	9.3	9.7	12.4	9.1	6.7	7.1
Macquarie	1.0	6.5	7.5	11.0	9.8	12.4
Wollongong	5.3	5.8	6.1	8.2	10.5	7.9
Melbourne	4.2	4.6	5.6	6.3	4.8	6.9
Monash	10.9	8.5	9.5	11.1	8.4	9.1
La Trobe	7.3	7.0	7.7	10.3	8.5	9.2
Deakin	..	..	..	..	..	..
Queensland	6.8	7.5	11.3	7.7	8.0	7.6
James Cook	9.5	2.4	9.8	11.9	11.2	13.6
Griffith	..	..	..	..	..	-
Adelaide	8.4	10.1	9.0	10.4	9.0	10.6
Flinders	15.9	10.0	10.3	12.1	13.8	8.0
Western Australia	7.3	10.4	11.9	12.0	10.2	6.5
Murdoch	..	..	..	..	..	-
Tasmania	8.4	4.8	10.9	11.1	13.7	12.1
Australian National						
School	6.2	10.5	12.2	11.1	10.8	9.2
Institute	5.4	7.3	10.9	7.4	7.8	10.1
ALL UNIVERSITIES	7.7	7.9	9.2	9.2	8.6	8.5

(a) Full-time academic staff of the grade of lecturer and above; in the case of the Institute of Advanced Studies: professors, professorial fellows, senior fellows and fellows.

(b) Data relate to staff commencing study leave periods (excluding leave of less than three months) in each year.

Source: AVCC 'Study Leave Abroad' Lists (as corrected by universities) and information on staff on study leave in 1975 provided by universities.

staff absent in each year would be somewhat less than 14 per cent. Detailed information on the number of eligible staff each year is not available, but the data in *Tables 3.2* to *3.4* suggest that, on an Australia-wide basis, academic staff have generally taken less than the theoretical period of absence available under the various university study leave schemes.

3.19 A further approach as indicated in paragraph 3.14 is to consider the effect of study leave on university teaching programs by comparing the total number of teaching weeks taken as study leave in a particular year with the total number of available "teaching man-weeks" in that year. *Table 3.5* sets out the proportion of the total number of available "teaching man-weeks" of staff of the grade of lecturer and above taken as study leave, by university, 1970 to 1975. The data presented in the table are subject to the limitation that the calculation of teaching weeks taken as study leave is based on standardised terms dates and does not take into account varying term and semester dates between universities, within individual institutions and across the years under study. Similarly, a standardised number of teaching weeks per year has been used in the calculation of available "teaching man-weeks". Nevertheless, subject to these limitations of the data which may distort the figures for individual institutions, the table serves to illustrate approximate proportions of university teaching resources committed to study leave. The table shows that for all universities the proportion of available teaching man-weeks of staff of the grade of lecturer and above taken as study leave rose from 8.4 per cent in 1970 to 9.5 per cent in 1973 and subsequently tapered off to 8.8 per cent in 1975.

3.20 *Duration of leave*. *Table 3.6* shows the average number of months taken by members of academic staff commencing study leave in each of the years 1970 to 1975. The average length of leave declined from 9.9 months in 1970 to 8.9 months in 1975. *Table 3.7* shows the proportion of total study leave absences in each university which were of 5-7 months duration or of 10 months or more for each of the years 1970 to 1975. It is apparent that the majority of leave periods taken were of either approximately six or twelve months duration and that there is a discernible trend towards shorter leave periods. For all universities the proportion of leave periods of 10 months or more fell from 58.9 per cent in 1970 to 45.5 per cent in 1975 whilst the proportion of leave periods of 5-7 months duration increased from 17.8 per cent in 1970 to 26.7 per cent in 1975.

3.21 Two other relationships (a) the length of leave and academic rank and (b) the length of leave periods and discipline group were also considered for the year 1975.

TABLE 3.5

PROPORTION OF AVAILABLE TEACHING MAN-WEEKS OF ACADEMIC STAFF OF THE GRADE OF LECTURER AND ABOVE(a) TAKEN AS STUDY LEAVE(b), BY UNIVERSITY, 1970 TO 1975(c)(d)

University	*1970*	*1971*	*1972*	*1973*	*1974*	*1975*
	per cent	per cent	per cent	per cent	per cent	per cent
Sydney	9.7	9.5	9.4	9.8	8.9	7.7
New South Wales	6.6	5.8	7.4	6.7	8.2	7.3
New England	10.1	9.0	12.1	14.4	11.9	10.8
Newcastle	9.4	9.6	12.1	9.3	8.9	6.4
Macquarie	2.0	5.1	7.2	9.6	9.4	12.4
Wollongong	8.0(e)	6.6	4.0(e)	8.4	6.2	11.5
Melbourne	3.6	4.9	5.7	5.7	5.8	6.2
Monash	10.5	10.0	10.1	11.4	10.1	8.7
La Trobe	6.0	8.2	5.1	10.9	9.6	9.3
Deakin	..	..	..	..	..	..
Queensland	6.9	7.7	9.4	8.9	8.9	8.0
James Cook	7.4	3.9	6.8	10.8	12.0	15.9
Griffith	..	..	..	..	..	-
Adelaide	12.0(e)	11.8	10.0	9.7	9.2	11.8
Flinders	9.6	11.1	8.6	10.6	12.1	12.6
Western Australia	6.7	10.2	10.2	12.1	10.8	7.7
Murdoch	..	..	..	..	..	-
Tasmania	10.8	7.4	9.0	10.7	12.1	13.2
Australian National						
School	7.5	10.8	12.3	12.4	9.2	10.9
Institute	..	..	..	..	..	..
ALL UNIVERSITIES	8.4	8.2	8.8	9.5	9.0	8.8

(a) Full-time academic staff of the grade of lecturer and above.

(b) Excluding leave of less than three months.

(c) Calculated in terms of standardised terms dates.

(d) Information in this table is not strictly comparable on a year-by-year basis with the data in *Tables 3.2* to *3.4* as it is derived from the number of teaching weeks taken as study leave which fall within calendar years and is not related to staff commencing study leave in a particular year.

(e) Partly estimated.

Source: AVCC 'Study Leave Abroad' Lists (as corrected by universities) and information on staff on study leave in 1975 provided by universities.

TABLE 3.6

AVERAGE NUMBER OF MONTHS TAKEN BY ACADEMIC STAFF ON STUDY LEAVE(a), BY UNIVERSITY, 1970 TO 1975

University	*1970*	*1971*	*1972*	*1973*	*1974*	*1975*
Sydney	9.4	9.5	9.5	9.1	9.6	9.0
New South Wales	10.5	11.8	10.8	10.1	9.2	9.0
New England	10.6	10.1	9.8	10.7	8.7	8.9
Newcastle	10.8	11.5	10.8	10.2	10.8	9.1
Macquarie	6.2	9.7	9.7	10.1	10.0	10.4
Wollongong	12.8	11.9	13.7	9.7	8.9	8.8
Melbourne	10.6	10.4	9.7	9.4	8.8	9.2
Monash	9.9	9.5	8.5	8.8	8.6	8.3
La Trobe	9.4	8.7	8.5	9.5	8.4	9.2
Deakin	..	..	..	..	..	..
Queensland	10.8	9.9	10.4	10.1	10.0	9.0
James Cook	11.4	7.8	10.1	9.9	9.8	9.9
Griffith	..	..	..	..	..	-
Adelaide	9.4	10.6	10.4	9.7	9.9	9.3
Flinders	9.8	11.6	9.6	8.9	9.1	8.5
Western Australia	9.3	9.5	10.8	9.5	9.7	9.0
Murdoch	..	..	..	..	..	-
Tasmania	9.4	10.0	8.3	7.3	8.3	7.7
Australian National						
School	9.1	9.0	9.0	9.1	9.6	9.4
Institute	8.9	8.2	9.0	8.1	10.0	6.8
ALL UNIVERSITIES	9.9	9.9	9.7	9.4	9.3	8.9

(a) Excluding leave of less than three months.

Source: AVCC 'Study Leave Abroad" Lists (as corrected by universities) and information on staff on study leave in 1975 provided by universities.

TABLE 3.7

LENGTH OF STUDY LEAVE PERIODS, BY UNIVERSITY, 1970 TO 1975

University	1970		1971		1972		1973		1974		1975	
	Study Leave Absences 5-7 Months	Study Leave Absences 10 Months and Over	Study Leave Absences 5-7 Months	Study Leave Absences 10 Months and Over	Study Leave Absences 5-7 Months	Study Leave Absences 10 Months and Over	Study Leave Absences 5-7 Months	Study Leave Absences 10 Months and Over	Study Leave Absences 5-7 Months	Study Leave Absences 10 Months and Over	Study Leave Absences 5-7 Months	Study Leave Absences 10 Months and Over
	per cent	per cent	per cent	per cent	per cent	per cent	per cent	per cent	per cent	per cent	per cent	per cent
Sydney	20.8	52.6	14.1	55.2	17.3	57.1	20.2	47.9	20.4	52.7	23.1	48.1
New South Wales	15.5	60.3	9.4	79.2	16.7	65.0	24.0	60.0	42.9	45.9	34.5	44.5
New England	10.3	69.0	20.7	65.5	20.0	60.0	12.5	77.5	31.0	42.9	12.5	53.1
Newcastle	17.6	76.5	5.6	83.3	14.8	77.8	26.1	65.2	11.8	76.5	30.4	56.5
Macquarie	25.0	-	26.3	57.9	24.0	60.0	16.2	64.9	21.6	62.2	19.6	74.5
Wollongong	-	100.0	25.0	75.0	-	100.0	37.5	50.0	30.8	38.5	25.0	41.7
Melbourne	17.6	64.7	15.8	63.2	22.0	48.0	30.3	47.0	19.0	37.9	13.1	42.2
Monash	17.4	56.5	20.0	58.3	25.3	40.5	26.6	42.6	30.8	41.0	32.3	34.4
La Trobe	17.6	52.9	28.6	42.9	33.3	44.4	25.7	54.3	31.6	26.3	31.7	46.3
Deakin	..	..	..	..	..	..	..	..	..	..	..	..
Queensland	11.8	80.4	25	62.5	16.7	69.8	16.7	66.7	23.4	66.2	37.9	47.1
James Cook	-	77.8	-	50	15.4	69.2	17.6	58.8	27.8	66.7	22.7	68.2
Griffith	..	..	..	..	..	..	..	..	..	..	-	-
Adelaide	22.4	61.2	16.4	76.4	16.3	77.6	15.4	67.7	29.3	66.5	18.7	60.0
Flinders	16.7	37.5	13.3	73.3	33.3	38.1	31.0	31.0	27.8	25.0	16.0	20.0
Western Australia	28.6	60.0	26.4	64.2	14.8	72.2	25.4	56.7	34.5	55.2	28.6	52.4
Murdoch	..	..	..	..	..	..	..	..	..	..	-	-
Tasmania	29.4	58.8	20.0	60.0	50.0	36.7	61.1	16.7	33.3	35.7	44.2	16.3
Australian National												
School	14.3	33.3	18.9	45.9	24.4	46.7	21.4	50.0	23.8	59.5	23.7	50.0
Institute	12.5	43.8	17.4	30.4	30.3	51.5	24.0	40.0	13.6	63.6	17.0	21.3
ALL UNIVERSITIES	17.8	58.9	18.3	62.6	21.6	58.2	24.1	53.3	28.1	49.9	26.7	45.5

(a) Excluding leave of less than three months.

Source: AVCC 'Study Leave Abroad' Lists (as corrected by universities) and information on staff on study leave in 1975 provided by universities.

Table 3.8 shows the average length of study leave periods, by grade, of academic staff commencing leave in 1975. The table shows that academic staff of the grade of senior lecturer and associate professor/reader generally took longer leave periods - the average number of months taken by staff in these grades being 9.3 and 9.1 months respectively. The average length of leave taken by professors in the year examined was 7.6 months which was considerably below the average for all grades.

TABLE 3.8

AVERAGE NUMBER OF MONTHS TAKEN BY ACADEMIC STAFF ON STUDY LEAVE(a), BY GRADE, 1975

Grade	*Number commencing study leave in 1975*	*Average months on leave*
Professor	141	7.6
Associate Professor/Reader	152	9.1
Senior Lecturer	348	9.3
Lecturer	262	8.9
Principal Tutor, Senior Tutor, Senior Demonstrator	25	8.4
ALL GRADES	928	8.9

(a) Excluding leave of less than three months.

3.22 Analysis of data on lengths of study leave periods taken by staff commencing leave in 1975 by broad discipline group showed no major differences between academic staff employed in science and technology faculties and staff in humanities and social science faculties. However, in that year the average number of months taken by academic staff in science and technology based faculties was slightly higher than the average for staff in humanities and social science based faculties.

3.23 *Location of leave.* In accordance with the original philosophy behind the granting of study leave for Australian academics, the majority of study leave taken is spent overseas. *Table 3.9* sets out the proportion of staff commencing study leave in the years 1970 to 1975 who spent all or part of their study leave periods in Australia. While there are marked variations between and within institutions, there has been a

TABLE 3.9

ACADEMIC STAFF TAKING ALL OR PART OF STUDY LEAVE(a) IN AUSTRALIA, BY UNIVERSITY, 1970 TO 1975

University	1970		1971		1972		1973		1974		1975	
	Proportion Taking all or Part Leave in Australia	Proportion Taking all Leave in Australia	Proportion Taking all or Part Leave in Australia	Proportion Taking all Leave in Australia	Proportion Taking all or Part Leave in Australia	Proportion Taking all Leave in Australia	Proportion Taking all or Part Leave in Australia	Proportion Taking all Leave in Australia	Proportion Taking all or Part Leave in Australia	Proportion Taking all Leave in Australia	Proportion Taking all or Part Leave in Australia	Proportion Taking all Leave in Australia
	per cent	per cent	per cent	per cent	per cent	per cent	per cent	per cent	per cent	per cent	per cent	per cent
Sydney	1.0	1.0	-	-	1.0	-	1.1	-	2.2	1.1	1.0	1.0
New South Wales	-	-	-	-	1.7	-	6.7	2.7	1.0	-	5.5	1.8
New England	6.9	-	13.8	6.9	16.7	6.7	-	-	19.0	14.3	18.8	9.4
Newcastle	-	-	-	-	-	-	-	-	-	-	-	-
Macquarie	-	-	-	-	4.0	-	13.5	2.7	8.1	5.4	7.8	3.9
Wollongong	-	-	-	-	-	-	-	-	7.7	-	-	-
Melbourne	-	-	-	-	-	-	6.6	1.5	1.7	-	4.8	-
Monash	-	-	3.3	1.7	7.6	2.5	12.8	2.1	19.2	6.4	9.7	6.5
La Trobe	5.9	-	-	-	3.7	-	2.9	2.9	2.9	2.6	22.0	4.9
Deakin	..	..	..	..	..	..	..	..	..	..	..	..
Queensland	2.0	-	4.7	1.6	1.0	-	4.2	1.4	16.9	1.3	12.6	3.4
James Cook	11.1	11.1	-	-	7.7	-	5.9	5.9	11.1	5.6	4.5	-
Griffith	..	..	..	..	..	..	..	..	..	..	-	-
Adelaide	6.1	4.1	9.1	-	16.3	6.1	18.5	3.1	12.1	1.7	10.7	-
Flinders	-	-	-	-	-	-	6.9	6.9	5.6	-	8.0	8.0
Western Australia	-	-	7.5	7.5	5.6	5.6	-	-	10.3	3.4	7.1	7.1
Murdoch	..	..	..	..	..	..	..	..	..	..	-	-
Tasmania	-	-	10.0	10.0	-	-	13.9	8.3	21.4	2.4	46.5	20.9
Australian National												
School	4.8	-	10.8	5.4	13.3	6.7	7.1	2.4	19.0	9.5	28.9	21.1
Institute	-	-	-	-	3.0	3.0	4.0	4.0	9.1	9.1	4.3	4.3
ALL UNIVERSITIES	1.8	0.7	3.9	1.9	4.7	2.0	6.7	2.3	9.9	3.3	10.5	4.6

(a) Excluding leave of less than three months.

Source: AVCC 'Study Leave Abroad' Lists (as corrected by universities) and information on staff on study leave in 1975 provided by universities.

significant increase in the proportion of staff spending study leave in Australia. In 1970, 0.7 per cent of academics taking study leave spent all of their leave period in Australia, while in 1975 the proportion was 4.6 per cent. Over the same period the proportion of staff taking all or part of their leave period in Australia increased from 1.8 per cent to 10.5 per cent. At two institutions the proportion of staff taking study leave in Australia has been noticeably high in recent years - 20.9 per cent of staff from the University of Tasmania commencing a period of study leave in 1975 spent all of their leave in Australia and, in the same year, 21.1 per cent of staff at the School of General Studies at the Australian National University commencing a period of leave spent that leave in Australia.

3.24 *Activities undertaken by academic staff on leave.* An analysis was undertaken of 869 study leave reports of staff returning from leave in 1975. The results are contained in *Table 3.10*. The table shows that 48 per cent of those on study leave were engaged in direct research; 28 per cent undertook a multi-visit tour of institutions engaged in work of interest to the staff member. The remaining leave periods were distributed between teaching, improvement of teaching, professional practice or further study.

3.25 *Non-academic staff.* Whilst most universities make provision for certain senior members of their non-academic staff to take study leave (or an equivalent), the numbers of non-academic staff who actually take such leave are small. *Table 3.11* shows the total numbers of non-academic staff from each institution taking study leave (or equivalent) over the years 1971 to 1975 inclusive, by category. In the five year period 113 non-academic staff took periods of leave which represents little more than one staff member per year for each university. The average duration of leave taken by non-academic staff (not shown on the table) was 6.3 months.

COSTS

3.26 *Direct costs.* The information provided by universities indicates that the direct costs attributable to the study leave system are comparatively small, the principal expenditure being in the form of travel grants and other assistance to staff. Seven hundred and ninety-five of the nine hundred and twenty-eight academic staff commencing study leave periods in 1975 received travel grants. Total university expenditure on those grants amounted to $1.58 million which represented an average of $1,987 per staff member receiving a grant.

3.27 *Table 3.12* sets out data on the levels of grants made to staff commencing leave periods in 1975. The table shows that the majority of grants made were in the range of $1,000 to $3,000. As noted in paragraph 3.10, the means by which travel assistance grants are determined varies from one university to another. A detailed examination of travel assistance grants made to academics commencing a period of study leave in 1975 revealed that there was a wide range in

TABLE 3.10

ACTIVITIES UNDERTAKEN DURING STUDY LEAVE, BY UNIVERSITY, 1975

University	Proportion Undertaking Each Activity[a]						
	Direct Research	Multi-visit Tour	Teaching	Further Study	Improvement of Teaching	Professional Practice	Illness
	per cent	per cent	per cent	per cent	per cent	per cent	per cent
Sydney (b)	56	26	5	8	4	1	0
New South Wales	37	29	9	9	5	9	2
New England	64	17	4	4	10	1	0
Newcastle	41	35	4	9	2	8	1
Macquarie (c)	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Wollongong	31	48	8	9	4	0	1
Melbourne	45	31	9	5	4	5	1
Monash	49	27	7	8	4	5	0
La Trobe	44	26	6	14	8	2	0
Queensland	39	34	7	10	6	3	1
James Cook	56	20	4	15	2	2	1
Adelaide	47	26	6	6	10	4	1
Flinders	54	32	7	2	4	1	0
Western Australia	50	27	6	7	6	3	1
Tasmania	53	29	5	4	5	3	1
Australian National							
School	56	19	10	5	5	4	1
Institute	62	22	9	4	0	2	1
	48	28	7	7	5	4	1

(a) (i) Direct research - involving working at a fixed place on a specific problem or problems. This will include writing of books.

(ii) Multi-visit tour - seeing a number of universities and institutions engaged in work of interest to the staff member.

(iii) Teaching - both undergraduate and graduate teaching on either a formal basis or given informally. Included in this category is the presentation of papers at conferences.

(iv) Further study - involving formal enrolment in undergraduate or graduate courses, completion of Ph.D. theses and attendance at conferences other than when presenting papers.

(v) Improvement of teaching - involving study of teaching techniques or acquisition of data and further knowledge of advancement of teaching capability.

(vi) Professional practice - some staff members in professional schools take study leave in professional practice although the work may sometimes be on research and may differ little from that done by others working in a university. In some cases the professional practice is normal routine practice - undertaken with the object of keeping the staff member in touch with the profession.

(vii) Illness - either of the staff member or members of his family which necessitates interruption to the study leave program.

(b) Only a small sample of 1975 reports was received.

(c) No reporting requirement in 1975.

Source: Reports of university academic staff returning from study leave in 1975.

TABLE 3.11

NON-ACADEMIC STAFF TAKING STUDY LEAVE (OR EQUIVALENT)(a) DURING THE PERIOD 1 JANUARY 1971 TO 31 DECEMBER 1975, BY AREA OF EMPLOYMENT, AND BY UNIVERSITY

University	Area of Employment									
	Administration	Finance and Statistics	Library	Health and Counselling	Computer Service	Building Section	Adult Education	Union Officials, & Wardens of Halls	Other	Total
Sydney	2	2	1	3			1		1	10
New South Wales		1	1				1		1	4
New England	4	1	1				1			7
Newcastle	2		2	1		1	1	1	1	9
Macquarie	2		1							3
Wollongong			1							1
Melbourne	3	1	2	3	3					12
Monash	5	1	1	1	1			2		11
La Trobe	1		4	2						7
Deakin	..	..	..	..	..	..	..	..	..	..
Queensland	3		2	3		1			1	10
James Cook			1		1					2
Griffith	..	..	..	..	..	..	..	..	..	-
Adelaide	1				1		3	1		6
Flinders	1		4			1		1		7
Western Australia		1	4	1			1		2	9
Murdoch	..	..	..	..	..	..	..	..	..	..
Tasmania	1		2		1					4
Australian National	3	2	3	2			1			11
TOTAL NUMBER	28	9	30	16	7	3	9	5	6	113

(a) Excluding leave of less than three months.

Source: Information provided by universities on non-academic staff absences 1971-75.

the average level of grants made available by individual institutions. However, the Working Party had no information on the numbers of dependants of individual academics or on the extent to which university grants were reduced due to external awards.

TABLE 3.12

UNIVERSITY TRAVEL ASSISTANCE GRANTS, 1975

Amount of Grant	*Staff Receiving Grants*
$	
1 to 1,000	118
1,001 to 2,000	308
2,001 to 3,000	258
More than 3,000	111

3.28 Another element of direct cost which could be incurred is in the temporary employment of staff to replace the staff on study leave but, in practice, very little provision is made by most universities. The University of Western Australia is the only institution which makes special budgetary provision for such replacements. The funds so provided are used to bring to Western Australia academics from overseas universities in order to decrease the University's isolation from the world's academic community. The sum set aside for this purpose by the University of Western Australia was $321,000 in 1975.

3.29 In other universities study leave is arranged at times and for periods which, in general, enable the teaching commitments to be met by rearrangement of duties and sharing of responsibilities among existing staff. In very small departments this sometimes can create difficulties, of course, and occasionally it is found necessary to employ part-time specialist staff. Based on a survey undertaken by the Australian Vice-Chancellors' Committee (the results of which were contained in the Committee's submission on study leave) it is estimated that in 1975 the total cost of provision of replacement staff for all universities other than the University of Western Australia was $85,000.

3.30 *Indirect costs.* It is in the area of salaries and salary related costs that the major expenditure may appear to occur; the claim is sometimes made that the salaries of academic staff on leave are an indirect cost of the system of study leave. The Working Party has commented on this matter in paragraph 5.20.

3.31 It is of course possible to make an estimate of the salary costs of staff on leave. Based on available data on "man-years" of absence in each grade in 1975 and assuming an average salary level for each grade, it is estimated that the salaries and salary related costs (superannuation, workers compensation and payroll tax) of staff on study leave in 1975 amounted to $13.8 million.

3.32 Using the above data it follows that the share of resources which may be attributed to study leave in 1975 was $15.8 million which represented 3.5 per cent of the general recurrent grants to Australian universities in that year.

CHAPTER FOUR : SUBMISSIONS AND OTHER VIEWS

THE SUBMISSIONS

4.1 Submissions on study leave were received from the Australian Vice-Chancellors' Committee, the universities, the Federation of Australian University Staff Associations (FAUSA) and individual university staff associations. In addition, the Tertiary Education Commission received correspondence on study leave from university academic staff. The submissions, which are listed in *Appendix C*, varied in length from one or two pages to over fifty pages. They addressed themselves primarily to the need for study leave for university academic staff and the benefits derived from it by universities and the community. A number of specific matters relating to the financial impact of study leave on university academics were also raised, particularly in submissions by FAUSA and the staff associations.

4.2 *The need for study leave.* The submissions were unanimous in arguing that the system of study leave has been vital to the research contribution of university academic staff and, hence, essential to the fulfilment by Australian universities of their proper role in society - the expansion of the boundaries of human knowledge in all fields of intellectual endeavour through original research. Most made the point that research projects, whether they be in the fields of science and technology or humanities and the social sciences, characteristically require for their successful completion some extended periods of uninterrupted involvement. While academic staff have time available to carry out research interspersed between teaching and routine administrative commitments (assessment, student advising, supervision of higher degree students, participation in administrative committees), the increasing burden of these commitments restricts their opportunities to discharge effectively their research obligations. The periodic release from teaching and administrative duties permitted by the study leave system was seen to provide the period of sustained concentration necessary for many research projects to bring them to fruition. The submissions drew attention to the existence of sabbatical leave provisions in universities in the United Kingdom, North America and New Zealand as evidence of the world-wide recognition of the need for university academics to have this form of release.

4.3 The submissions stated that the emphasis on the taking of study leave overseas stems from the particular historical and geographical circumstances of Australian universities. Australian institutions have suffered from their remoteness from centres of learning in Europe and North America and from the fact that Australia is in itself a vast, sparsely populated continent. The existence of a large number of institutions in the Northern Hemisphere, separated by relatively short distances, has encouraged a process of exchange of information and ideas between those universities. Australian universities have been cut off from this interaction and, as a number of submissions stressed, those institutions in Western Australia, North Queensland and Tasmania are remote even from the exchange between institutions in the more closely settled areas of Australia.

4.4 Many other reasons were cited in support of the emphasis placed on overseas travel in all study leave schemes. Submissions pointed out that the Australian university system is of relatively recent origin. Before 1950 there was, with a few notable exceptions, little research carried out in Australian universities and almost no research training (the first Ph.D. was not awarded until 1947). Advances in science and technology, humanities and the social sciences have emanated principally from institutions in Europe and North America and the granting of overseas study leave has been the principal means by which Australian universities have kept in direct touch with world developments. Similarly, the granting of overseas study leave has enabled Australian academics to obtain access to extensive library and research facilities not available in Australia.

4.5 In a number of submissions and in letters from academic staff it was also pointed out that in certain disciplines such as in foreign language studies there is a particular need for scholars to spend time in other countries if they are properly to develop their skills. In other disciplines the number of academic staff working in the speciality in Australian universities is so limited that these academics need the opportunity for regular interaction with larger centres of study in overseas institutions.

4.6 In summary, the major purposes which submissions identified as being served by the study leave system were:

- it provides academics with the opportunity to undertake a period of sustained research released from teaching and administrative duties;
- it enables academics active in research to familiarise themselves with the latest developments in their special fields of study by visiting overseas institutions and meeting other scholars;
- it provides access to research facilities, libraries or original source material not available in Australia;
- it reduces the isolation imposed on Australian universities by their geographical isolation from major centres of learning; and
- it provides academic staff with the opportunity to refresh themselves intellectually and develop new insights into their fields of study.

4.7 *Benefits from study leave*. A number of submissions addressed the question of the benefits which accrue to universities and to the community from study leave. In general, the system of study leave has enabled Australian universities to maintain a high standard of research and to keep abreast of the latest developments occurring in institutions of higher learning around the world. Universities have passed these benefits on to government, industry and the community through their research publications, teaching programs and through academic consultancy. In addition, some submissions pointed out that the interaction of Australian academics with overseas institutions had improved the international standing of Australian universities and contributed to the recruitment of overseas academics to Australian institutions. The FAUSA submission put forward a more specific list of benefits arising from study leave including improvement of teaching standards, the introduction of new undergraduate and postgraduate courses, the establishment of overseas contacts, broadening of academic perspectives and intellectual refreshment and the conduct of business overseas for universities by academic staff on study leave.

4.8 *Costs of study leave*. A number of submissions commented on the costs of the study leave system. They argued that the only costs incurred were the travel grants made to academic staff, as there is generally no provision made for the replacement of academic staff going on study leave. It was said that since travel grants do not reimburse full travel costs and other expenses universities derive disproportionately greater benefits from their study leave programs. Attention was drawn to the fact that travel grants constitute only a very small proportion of university recurrent budgets.

4.9 Those submissions which commented on costs took the view that the salaries of staff on leave could not be considered as part of the costs of the study leave system since such staff should be regarded as performing part of their normal university duties. The submissions rejected the argument that universities were overstaffed to the extent of the number of staff absent on leave since academics, whose duties require them to both teach and do research, expand their teaching load in those years when not on leave (at the expense of research activity) in the expectation of undertaking a sustained period of research during study leave, thus resulting in a balanced teaching and research commitment.

4.10 The FAUSA submission, and those of individual staff associations, drew particular attention to financial burdens incurred by university academic staff taking study leave, particularly those with dependants. Data on this matter were set out in some detail in the FAUSA submission. Based on a survey of 102 academic staff who went on study leave in 1975, FAUSA estimated that an academic going overseas on study leave in typical circumstances in that year for 3-6 months would have incurred additional costs, not covered by university travel grants, of approximately $3,700, and, if the absence was between 10 and 12 months, the additional cost would have been of the order of $5,700. It was argued that any proposals for modification of study leave schemes should aim to alleviate the financial burden on individual academics.

4.11 Several submissions pointed out that under the present taxation system the travel assistance grant paid by universities in respect of dependants is taxable and that travelling and other expenses incurred in relation to dependants accompanying academics on study leave are not tax deductible. The submissions urged that any recommendations to the Government on study leave should include support for the proposal of the Taxation Review Committee (Asprey Committee) on this matter. The Asprey Committee had proposed that the amount of a reasonable allowance provided by the employer to cover the fares of the employee, spouse and dependent children, and the extra expenses which fall on the employee in undertaking the study leave and are met by way of a per diem allowance, should not be included in income when an extended period of leave is involved. (1)

4.12 *The future*. Submissions were emphatic in their defence of the existing study leave system and in no case was any fundamental change to present schemes suggested. The FAUSA submission stressed that study leave should be "a basic right of university academic staff" and proposed that, in future, study leave also be considered in all institutions as an "obligation of academic staff". This sentiment was echoed in submissions by some staff associations.

4.13 All submissions took the view that study leave schemes should continue to be administered by individual institutions in accordance with local requirements. However, a number of possible administrative changes received general support, including:

- greater scrutiny of proposed study leave programs;
- more effective reporting procedures, including the public availability of leave reports;
- greater emphasis on shorter periods of leave at more frequent intervals; and
- greater flexibility in the administration of schemes, including full transferability of credits between institutions.

OTHER VIEWS

4.14 Although submissions were not sought by general advertisement, the Working Party has been aware of editorial and other public criticism of the study leave system and has treated these criticisms seriously in its consideration of study leave.

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(1) Taxation Review Committee (Asprey Committee), Full Report, 1 January 1975, paragraphs 9.63 to 9.66.

4.15 The most commonly voiced criticism is that the system of study leave is a generous fringe benefit which enables academic staff and their families to enjoy long periods abroad at the institutions' and the taxpayers' expense without producing any tangible benefits to the university system and to the community. Many believe that lack of adequate administrative supervision of schemes has led to widespread abuse of study leave opportunities.

4.16 At a time when there are considerable constraints on the funds available for universities, study leave is also seen by many to impose unjustifiable costs on the university system - both in terms of direct university expenditure on travel assistance grants and through the salaries of academic staff absent on study leave. It is argued that in order to support the study leave system universities are substantially overstaffed - the claim being made that there could be considerable savings achieved by the abolition of study leave with a consequent reduction of university academic staff establishments. Some critics point out that continued high levels of expenditure on academic study leave has an adverse effect on students because resources are diverted from teaching and other priority programs in order to sustain the study leave system.

4.17 A fundamental criticism is that the present system of study leave is outdated and is no longer relevant to the contemporary needs of universities. Australia is not as isolated from other centres of learning as it used to be due to developments in communication and travel and the need to travel overseas has correspondingly diminished. Proponents of this view argue that overseas study leave should not be an entitlement of all academic staff but rather should be granted only when an academic has made a strong case for study leave.

GENERAL

4.18 Other information on study leave which the Working Party has taken into account included the opinions expressed in a number of enquiries related to tertiary education, the provisions made in overseas institutions to meet the needs served by study leave in Australian universities and practices followed in other areas of employment within Australia.

4.19 *Opinions expressed in other enquiries.* Although there has not previously been any investigation at the national level directed toward a broad assessment of the place of study leave in relation to the functioning of universities, study leave has been considered, in passing, in the context of a number of independent enquiries into matters related to the tertiary education system. These enquiries have all acknowledged the particular needs of Australian academics arising from Australia's geographical situation and have supported study leave on the ground of its contribution to the research effort of universities. The Report of the Committee on Australian Universities(2) (Murray Committee), in 1957, observed:

> 226. (The) problem of Australia's isolation is more pronounced when one considers the need for adequate study leave for staff. Whereas periods of leave for study and research are desirable in the conditions of service of any university teacher, for Australian university staffs they are essential, if the teachers are to keep abreast of the most recent developments in their particular fields of study. The seats of learning and the libraries available for research are in most subjects situated in either Europe or America, and it is necessary that Australian university teachers should be given opportunities from time to time to refresh their minds and enlarge their knowledge by consulting the best sources of information and inspiration on their own subjects.

The Report of the Committee on the Future of Tertiary Education in Australia(3) (Martin Committee), in 1964, echoed the sentiments of the Murray Committee:

> Leave of absence for study overseas is generally accepted in academic circles as one means of keeping informed of new developments in a particular subject; and even where adequate travel funds, accommodation, libraries and equipment for reproducing source materials are available in Australia, the necessity for Australian scholars to go overseas periodically is not removed. Geographically they are isolated and, whether engaged in research or teaching, they need the spur of recurrent association with scholars overseas. Furthermore, university staff working in the language, the literature, the art or the history of other countries need to spend some time in these places.... The Committee wishes to emphasis the importance of granting study leave to university staff as a means of raising the standard of departmental teaching and research.

4.20 Study leave has also received consideration in the course of reviews of the level of academic salaries. Mr. Justice Campbell in the Report of the Inquiry into Academic Salaries(4), in 1973, wrote:

> Australia is a long way from many of the older and more sophisticated centres of learning and I believe that it should be obligatory on academic staff members to take regular leave in order to refresh their minds and widen their horizons.

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(2) Report of the Committee on Australian Universities (Commonwealth Government Printer, Canberra, 1957) page 63.

(3) Report of the Committee on the Future of Tertiary Education in Australia (Commonwealth Government Printer, Canberra, 1965) page 12.

(4) Report of the Inquiry into Academic Salaries, 1973 (AGPS, Canberra, 1973) page 18.

Subsequently, in his capacity as Academic Salaries Tribunal he stated in the 1976 Review(5):

> Study leave is enjoyed by few other groups in the community and I am fully conscious of the advantages that are said to accrue to academics from this privilege. However, I am convinced that study leave is an efficient and economical way of advancing university research and teaching in Australia.

4.21 *Overseas practice.* The Working Party had available to it information on sabbatical and study leave practices in universities in Canada, the United States, the United Kingdom and New Zealand. Although the material was not comprehensive, it served to establish the general position in overseas institutions for comparative purposes. In all of the countries studied universities recognise that there is a need for their academic staff to have opportunities for release from normal duties to enable them to carry out research, activities related to improvement of their teaching or to obtain 'intellectual refreshment' and the majority of institutions have arrangements which allow for this. The detailed study leave provisions at universities in those countries have certain basic similarities to those provisions existing at Australian universities, but Australian provisions are noticeably more generous, particularly in relation to the payment of salary and travel assistance grants.

4.22 The provision of study leave or sabbatical leave for the purposes of undertaking research or scholarly work at the rate of one year of leave after six years of service is common practice in institutions in Canada, United States and the United Kingdom although in none of these countries are provisions as uniform as those existing within Australian universities. In the United Kingdom, study leave arrangements may vary significantly between institutions and, in many cases, the universities may provide for release from teaching duties for research purposes by other means.

4.23 A survey of selected universities in Canada, the United States and the United Kingdom undertaken by the Office of Institutional Research at McMaster University, Ontario, in 1974(6) indicated that the average proportion of salary paid to academics on study leave from Canadian universities was approximately 90 per cent for a six month leave period and 75 per cent for twelve months; universities in the United States generally paid full salary to academics taking sabbatical leave of six months duration but only 50 per cent of salary to those taking leave of twelve months. British universities generally paid full salary to academics taking study leave regardless of length of leave. The survey noted that Canadian, United States and British universities did not, as a matter of policy, provide travel assistance grants to academics taking study leave.

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(5) Academic Salaries Tribunal - 1976 Review (AGPS, Canberra, 1976) page 112.

(6) Sheelagh C. Booth and Eliot C. Higbee, *Comparative Study of Sabbatical Leave Practices in Selected Commonwealth and U.S. Universities* (Office of Institutional Research, McMaster University, 1974).

4.24 The arrangements adopted by New Zealand universities to provide for release from teaching duties for their staff for research and overseas study purposes more closely resemble the study leave schemes of Australian universities. The schemes operating in New Zealand universities, sometimes called "refresher leave", "extended research leave" or "overseas leave" generally provide for similar grades of staff to be eligible for leave and leave is usually granted at a rate which approximates the one year of leave after six years of service standard which applies in Australian university schemes. As with Australian study leave schemes, overseas travel and study is considered an important element of the schemes and is encouraged. Full salary and travel assistance grants are paid to academics taking leave, but in many cases there is no separate grant made in respect of dependants. The granting of leave is not considered to be a right or entitlement of academic staff in New Zealand universities.

4.25 *Other Australian employment.* The Working Party also obtained information from the Commonwealth Scientific and Industrial Research Organisation (CSIRO) and a number of major business organisations engaged in operations using rapidly developing technologies on the methods they used to keep in touch with the most recent world developments in their special fields of interest. CSIRO provides for participation in international science through a specific program of overseas visits. All scientific staff may apply for overseas visits although there is no entitlement to such travel. Under existing arrangements all visits are submitted for approval to the Oversea Visits Committee which has final responsibility for approval of all overseas visits by Commonwealth employees. In recent years 120 CSIRO staff per year (approximately 9 per cent of research staff) have travelled overseas under these arrangements. As visits under the overseas travel scheme are generally only of 2 to 3 months duration the proportion of research staff absent, in terms of man-years, has been less than 2.5 per cent in recent years.

4.26 CSIRO staff making overseas visits are entitled to full salary and payment of full fares. When a staff member's period of absence is for twelve months or more full fares and allowances are also paid in respect of dependants. However, when the member's period of absence is between six and twelve months, half fare only is paid in respect of dependants and, when the member's period of absence is less than six months, no fares or allowances are paid in respect of dependants.

4.27 None of the six major companies approached by the Working Party had provisions comparable to university study leave. In most instances staff are able to gain overseas experience through transfer to overseas branches of a parent organisation or exchange arrangement with overseas based

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companies. Knowledge of overseas developments was therefore expected to be gained while "on the job". The companies approached also made limited provision for short, special purpose overseas visits for attendance at conferences, seminars and short training courses or to gather information on specific technological developments.

CHAPTER FIVE : THE WORKING PARTY'S VIEWS

5.1 As noted in Chapter Two, the Working Party's approach to its examination of study leave was to seek to identify the basic purposes served by study leave schemes, to assess existing study leave provisions in relation to those purposes and to propose modifications which might enable institutions to meet their needs in a more efficient and effective manner.

GENERAL

5.2 *Basic institutional needs.* Following its examination of submissions and other available information the Working Party has identified certain basic needs of the Australian university system that have been served by the existing system of study leave and which it believes have continuing relevance today. First, the Working Party is convinced that it is essential to the well-being of the Australian community that its universities continue to fulfil their role of expanding the frontiers of knowledge in all fields of intellectual endeavour through their research and scholarly activities. Academic staff are obliged under their contracts of service to undertake both teaching and research, and, in order to enable universities to maintain an adequate level of research activity, there is a continuing need to provide teaching and research staff with the opportunity of periodic release from teaching and routine administrative duties to carry out research for a sustained period. As noted in paragraph 4.21, the need for academic staff to be periodically released from teaching duties to undertake sustained research has been recognised in the operations of universities in Canada, the United States, the United Kingdom and New Zealand. The need for a sustained research effort in Australian universities has been highlighted by the OECD Examiners' Report "Science and Technology in Australia"(1) which drew attention to the relatively small amount of basic research activity carried out in Australia in comparison with other Western countries.

5.3 Secondly, the Working Party accepts that there is a clear need in many instances for university academic staff to travel overseas whether in pursuit of research projects, utilising equipment and resource material found only overseas or keeping abreast of developments in overseas institutions. If universities are to bring to Australia the latest developments in science and technology and to transmit to the community international trends of thought in the humanities and social sciences, this interaction is essential. The need for academic staff to work overseas is particularly acute in those disciplines related to foreign languages, culture and civilisation and in specialist fields in which little or no comparable work is being undertaken within this country. As noted in paragraphs 4.25 to 4.27, the value of overseas visits has been recognised in both Government and private employment in Australia. CSIRO operates an overseas travel scheme for precisely these purposes and major business organisations have developed mechanisms to provide overseas experience for selected staff.

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(1) OECD Examiners' Report on Science and Technology in Australia (AGPS, Canberra, 1974).

5.4 In this regard, the Working Party wishes to draw attention to some of the material which it had before it on the benefits to institutions and the community arising from the provision of opportunities for periods of sustained research and for overseas travel through the existing study leave system. The Working Party had the opportunity to examine 869 study leave reports submitted by university academic staff returning from leave in 1975. *Table 3.10* shows the types of activities undertaken by those academic staff in broad terms. The full range of university disciplines was represented and the following were some typical cases - a professor of dental medicine travelled to the United States, Europe, China, Japan and Indonesia over a five month period visiting dental education institutions; a senior lecturer from a department of obstetrics and gynaecology visited a number of centres in Europe over a seven month period in order to study particular medical techniques; a reader in entomology was visiting professor for twelve months at a pesticide research centre located in a North American university; a professor of history travelled to the United Kingdom to search out source material unavailable in Australia in connection with a work on a prominent figure in the early years of Australian settlement. The reports examined by the Working Party suggested that, as a result of their opportunities for research and work overseas, academic staff had been able to enrich their institutions with a wide range of research results, new techniques and methods, greater depth of understanding of world developments in particular fields of study and in overseas tertiary institutions as well as establishing for Australian universities important links with the international world of scholarship.

5.5 While it appears that on occasion some university academic staff have taken unreasonable advantage of the opportunities for research and overseas travel provided by study leave, the Working Party found no evidence of widespread misuse of the study leave system. It believes that in most cases study leave provisions have been properly utilised in accordance with their purposes and spirit.

5.6 There does not seem reason, either, to doubt that the activities undertaken as a result of these opportunities are generally of benefit to teaching programs of universities and, hence, to students. The benefits may take several forms - academics who have engaged in sustained original research in a particular field will be in a position to pass on a greater depth of knowledge of their disciplines to

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students; the ideas and knowledge gained by academics during periods overseas may often form the basis of new courses or new elements in existing courses; and in those disciplines related to the language, culture and civilisation of foreign countries (or any other aspects of foreign countries) students are likely to gain considerably if their teachers are familiar, at first hand, with the countries concerned.

5.7 *The changing Australian academic situation.* Notwithstanding its view that the study leave system has over the years brought significant tangible benefits to universities, the Working Party considers that the time has come for changes in study leave provisions. There is force in the criticism that existing study leave schemes, the essential features of which evolved in the early 1950s, are no longer appropriate to the contemporary situation of Australian universities; the past thirty years have witnessed many changes in the university system and in the Australian community which have had direct implications for the operation of study leave schemes.

5.8 Remarkable developments have taken place in the field of transport. With the advent of regular and faster air services, travel to Europe and North America has become rapid and convenient compared to the extended sea journeys required in the 1950s. Consequently, shorter periods of study leave have become practical and are increasingly popular. *Table 3.7* shows that even within the period 1970 to 1975 there has been a move towards shorter periods of absence on leave.

5.9 The isolation of Australia has been reduced by marked improvements in communication by radio, cable, telephone and television and a greater and more rapid interchange of printed material. Improvements in photocopying techniques and microcopying processes have also contributed to much more effective international interchange of information. Direct personal contact by satellite link between specific laboratories is now a practical reality.

5.10 The same period has also seen marked expansion and development of the Australian university system. The number of universities in Australia has increased from 8 in 1950 to 19 in 1978. The system of colleges of advanced education has been developed. There have also been significant improvements in library holdings and research facilities in Australia which, together with the increasing international recognition of Australian research achievements in many areas, has meant that there is a growing tendency on the part of university staff to take their study leave in institutions in Australia - perhaps in CSIRO; perhaps in another university. Indeed in some disciplines, such as, for example, geology and biology, Australian history and government, materials essential to the research work may be available only in Australia so that academics may see little direct benefit in travelling abroad. As noted in paragraph 3.23, *Table 3.9* shows that there is a discernible trend towards the taking of study leave periods in Australia.

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5.11 Other developments have also eroded some of the traditional justifications of study leave schemes. Passage of legislation making long service leave a right of university staff has given academic staff periodic opportunities for 'intellectual refreshment' which were formerly seen to be available only through the system of study leave. General improvements in the recruitment situation of universities have meant that the provision of generous study leave schemes can no longer be considered a vital factor in the attraction of academic staff of high calibre to Australian institutions.

5.12 The Working Party considered all these factors in relation to study leave and has come to the conclusion that the present system of study leave with its emphasis on extended periods of leave taken overseas does not match the current needs of institutions. The Working Party believes that it will be necessary for universities to re-orient existing schemes better to meet the important needs for periods of uninterrupted research for academic staff and for overseas experience and to achieve more effective use of available resources.

The Working Party recommends:

(1) that universities revise their existing arrangements for study leave to take account of the changes in the Australian academic situation which have occurred in the past thirty years in a way which makes appropriate provision for the following institutional needs:

    (a) the need for members of academic staff, chosen on the basis of proposals for research or scholarly work, to have the opportunity periodically to carry out sustained research or scholarly activity free from teaching and routine administrative duties; and

    (b) the need for some members of academic staff to work overseas in order to keep abreast of developments or to use research facilities or resource materials not available in Australia.

PROPOSALS FOR CHANGE

5.13 The universities themselves have primary responsibility for the administration of arrangements for sustained research or for overseas travel. The Working Party, however, has developed certain proposals which it sees as an appropriate basis for universities to use in revising their existing study leave provisions.

5.14 The essence of the Working Party's approach is that the provisions which universities adopt to provide for periods of sustained research and to permit overseas travel should closely relate to those basic needs identified in Recommendation (1). The Working Party sees the need for sustained research as being paramount and believes that, where possible, opportunities for research activity in Australia should be utilised and university provisions should not encourage automatic overseas travel for extended periods, as occurs under present study leave arrangements. It is therefore proposing that universities introduce arrangements which provide separately for periodic release from teaching duties for research purposes, and for travel assistance grants for those staff members with a demonstrated need to work overseas for research or other purposes.

The Working Party therefore recommends:

(2) that each university make the revisions proposed in Recommendation (1) in accordance with the following requirements:

5.15 *Nomenclature.* The Working Party has noted the concern expressed in some submissions and letters from academic staff in relation to the term "sabbatical leave" or "study leave". The use of these terms is misleading and tends to create a false impression both in the minds of academic staff and in the community at large. The implication is strong that academic staff are being freed from their regular duties for purposes with a substantial recreational content rather than to carry out particular investigations of benefit to their universities and their fields of study. The protracted absence of academic staff frequently accompanied by their families leads easily to the conclusion that study leave provides substantial opportunities for relaxation. The Working Party believes that more appropriate terminology is desirable to describe arrangements for release from teaching duties for protracted periods of uninterrupted research or scholarly activity.

The Working Party recommends to universities that:

(2) (a) use of the term "sabbatical leave" or "study leave" be discontinued.

SPECIAL STUDIES PROGRAMS

5.16 *Special studies programs.* Universities should meet the need to provide periods of uninterrupted research for their academic staff through the establishment of arrangements which might be known as 'special studies programs'. Under these programs, departments, schools and faculties should arrange their teaching timetables in such a way as to enable some members of academic staff, periodically, to be released from teaching and routine administrative duties for the purpose of undertaking sustained research. The release from teaching duties granted

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under such schemes should not in any sense be considered 'leave', but rather the member of staff undertaking research on this basis should be regarded as performing part of the normal duties expected of an academic staff member.

The Working Party recommends that in each university:

(2) (b) arrangements, which might be known as a special studies program, be established to provide an opportunity for some members of academic staff to undertake a period of sustained research or scholarship, from time to time, by their being released from teaching and administrative duties;

5.17 The Working Party proposes that academics granted release from teaching duties for an approved purpose under a special studies program could normally be expected to spend that period within Australia unless a particular need to work overseas is demonstrated. The arrangements which in the opinion of the Working Party should apply if the academic staff member wishes to work overseas are set out in paragraphs 5.31 to 5.37.

5.18 Universities would be expected to determine their own internal mechanisms for the detailed administration of special studies programs. If a university so wishes, there seems to be no reason why such a program could not be administered at the school, faculty or departmental level as appropriate, depending on the nature of the task being undertaken, the length of the release period and the location of the proposed research activity.

5.19 *Resources*. In paragraph 3.31, the Working Party noted that, for all universities, the apparent indirect costs (salaries and on-costs of staff taking study leave) of the system of study leave in 1975 were $13.8 million. The commitment of staff resources to study leave in that year amounted to 8.5 per cent of available man-years of academic staff of the grade of lecturer and above and approximately 8.8 per cent of available teaching man-weeks of staff of the grade of lecturer and above. In view of the level of resources devoted to the provision of opportunities for sustained research and overseas travel purposes through the system of study leave and the effect on teaching programs of universities of the allocation of staff time to these activities, the Working Party has given close consideration to the consequences of some change in the degree of commitment of universities to such activities.

5.20 An argument is sometimes advanced by critics of the study leave system that substantial immediate savings in salaries could be made as a result of limitation of opportunities for release from teaching duties and that such reductions would have no ill effect on university operations. The Working Party does not accept the validity of this argument for a number of reasons. The first is related to the particular nature of the duties of university academic staff. By the very nature of universities, and, as manifested in their contracts of service, academic staff have a duty to undertake both teaching and research as part of their regular activities. It is normal practice for academics to expand their teaching load prior to going on study leave, at the expense of their research commitment, in the expectation of having a sustained period of research while on study leave. This results in a balanced teaching and research commitment. Consequently, any potential staff savings, which might arise in the longer term through reduction in the number of staff or an increase in teaching load, could not be realised without reducing the level of research activity in universities. The second is that, as noted in paragraphs 3.28 and 3.29, the level of provision made by universities for temporary staff to replace those taking study leave is minimal and therefore no significant savings could be made through that avenue. The third is that the majority of university academic staff eligible for these opportunities are tenured and therefore university establishments could not be quickly reduced.

5.21 On the other hand the Working Party sees no grounds for increasing the share of the resources available to universities which is devoted to the support of special studies programs. Indeed, some modest reduction in such provision seems desirable in view of the changes in circumstances which have occurred in the past 30 years and the acknowledged lack of control in some of the existing study leave schemes.

5.22 The indirect costs of the present study leave schemes are difficult to quantify in terms which represent a satisfactory measure of the impact on the institutions and the community. Any effective measure must take into account the benefits both direct and indirect such as the contribution to the visibility of Australian scholarship in the world scene as well as the apparent drawbacks such as the absence of teaching staff from the lecture room or teaching laboratory. The salary cost alone does not present a properly balanced assessment of the cost. In the Working Party's view, the most appropriate measure is to relate the level of release from teaching duties under special studies programs to available teaching man-weeks of staff of the grade of lecturer and above. As is evident from *Table 3.5* and paragraph 3.19 the information available to the Working Party is limited. It is clear, however, that the impact of study leave varies from one university to another depending on such factors as the maturity of the university, the spread of faculties and its geographical location. In these circumstances and in view of its belief (see paragraph 5.23) that staff should have no entitlement to such release, the Working Party has found it necessary to make a judgement of the level of resources appropriate to the purposes identified in Recommendation (1). It considers that the amount of release granted to members of the academic staff of each university in aggregate in each year should not be greater than seven per cent of the total available teaching man-weeks of staff of the grade of lecturer and above.

The Working Party recommends that in each university:

(2) (c) the total amount of release from teaching duties granted to the academic staff in aggregate in each year under the special studies program be not greater than seven per cent of available man-weeks of teaching time of staff of the grade of lecturer and above.

5.23 *Basis of release from teaching duties.* It was noted in paragraph 3.3 that release from teaching duties for research and overseas travel purposes is regarded as a right under existing study leave schemes in a number of universities and in paragraph 4.12 that the submissions from FAUSA and some other bodies argued that such release should be a right of academic staff in all universities. The Working Party rejects the view expressed in those submissions that these institutional needs are equally applicable to all academics. It does not accept that provisions which universities have developed to meet these needs should be a right or entitlement of all academic staff. Although all members of academic staff have an obligation to teach and to research, the proportion of time and effort devoted to one or the other of these activities may well be different for different individuals and may also vary in any given case with time, either during a year or at different stages in a career. In the same way the opportunity to pursue uninterrupted research or scholarship may be more appropriate to some than to others. The need to work overseas may, similarly, vary between disciplines and individuals. The Working Party holds strongly to the view that research and travel opportunities provided by universities to meet their institutional needs should be provided for those who can most benefit from them and not as a general entitlement to all academic staff independent of their capacity to make effective use of such opportunity.

The Working Party recommends that in each university:

(2) (d) the granting of release from teaching and administrative duties to an academic staff member for research purposes under the special studies program be not an entitlement but be based on the needs of the institution and the capacity of the staff member to make effective use of such an opportunity.

5.24 The Working Party would expect that the granting of approval for release under a special studies program would be subject to academic staff submitting detailed proposals of projects to be undertaken to the appropriate authority established by each university, as indicated in paragraph 5.18.

5.25 *Periodicity of release.* The Working Party considered the question of the duration and frequency of release periods which should be available to university academic staff for the purposes of sustained research. The present study leave period of a full year of release after six years of service is grounded essentially in tradition. Some submissions argued that many years of experience of the operation of study leave schemes had shown that one year after six years was the most appropriate frequency, but no compelling evidence was advanced in any of the submissions to support that contention.

5.26 From the data on university study leave before it, the Working Party has noted that there has been a clear trend in recent years towards the taking of shorter periods of study leave (paragraph 3.20 refers). Indeed a number of submissions stressed the desirability of having shorter, more frequent periods of leave. In view of the rapid changes now evident in the rate of growth of knowledge and learning in all fields, the Working Party supports the contention that academic staff should have shorter periods of release from teaching more frequently rather than a single period of twelve months after a six year interval. Shorter periods of release are also likely to cause less disruption to teaching programs and will place less pressure on academic staff carrying out extra duties so that colleagues may be released from teaching to pursue research. Accordingly, the Working Party considers that the amount of release granted to an individual member of the academic staff of a university should be no greater than thirteen teaching weeks in any three year period.

5.27 In fixing this period the Working Party is aware that academic staff will also have available vacation periods for sustained research. Staff members seeking release from teaching duties during term time will be able to combine such release periods with vacations. The Working Party sees this as an appropriately flexible arrangement which will enable members of academic staff, with approval, to adjust their research and teaching commitments to the needs at the time of the department or faculty. The combination of the proposed limits on the aggregate teaching weeks of release each year and the maximum release in any three year period for an individual member of staff should enable the university to achieve a suitable balance between the needs of the students and staff.

5.28 The Working Party accepts that sometimes circumstances may arise which make it desirable for an academic staff member to be released from teaching and administrative duties for more than thirteen teaching weeks in a three year period and considers that universities should be in a position to grant such release. However, extended periods of release require special justification and should be granted only after the academic staff member concerned has submitted a detailed proposal outlining the specific project to be undertaken and the necessity for release in excess of thirteen teaching weeks.

The Working Party recommends that in each university:

(2) (e) unless there are exceptional circumstances, the total release from teaching and administrative duties granted to an individual academic staff member under a special studies program be not more than thirteen teaching weeks in any three year period.

5.29 *Activities during release period.* The Working Party believes that within universities the major reason for release from teaching is to maintain the level of research activity and therefore considers that release from teaching and administrative duties under special studies programs should be principally for research purposes. However, there may be other scholarly activities which academic staff should undertake for the benefit of their institutions which require that the staff member be released from teaching duties. Typical activities other than research for which release could be granted are those related to the improvement of teaching, work in professional practice related to the academic staff member's discipline, attendance at conferences and seminars, teaching or presentation of papers at overseas tertiary institutions, visits to overseas research establishments or tertiary institutions. The Working Party considers that all such activities which require release from teaching and administration, should be undertaken within the auspices of special studies programs and counted as part of the period of release available under those programs. Most universities provide leave, to enable academic staff to attend conferences both within Australia and overseas. In some universities time taken to attend conferences is a charge against study leave credits, in others it is not. The Working Party considers that attendance at conferences, equally with other activities which involve release from teaching and administrative duties, i.e. absences which occur during the teaching periods of the year, should be regarded as part of the special studies programs and absences for such purposes should be included in the time available for release under the programs.

5.30 The Working Party has noted, from the information available to it (*Table 3.10* refers) that approximately 7 per cent of all university academics returning from study leave in 1975 had been engaged in further study, in many cases involving participation in formal courses. In accordance with its view that release from teaching should generally be for research purposes, the Working Party would not wish to encourage the use of release periods by academics for participation in formal courses for the purpose of improving qualifications.

The Working Party recommends that in each university:

(2) (f) any release from teaching and administrative duties for scholarly purposes (e.g. for the improvement of teaching or to attend a conference) be regarded as release under the special studies program.

OVERSEAS ACTIVITIES

5.31 The Working Party recognises the continuing importance of overseas experience for university academic staff actively engaged in research. It takes the view, however, that if funds are to be provided to assist staff who have a need to work overseas then careful consideration must be given to the quality of the proposed project or program, the capacity of the member of staff to complete it successfully and the relevance of it to the interests of the university. To this end it believes that the resources now devoted to overseas travel through study leave schemes would be better used if all academic staff wishing to travel overseas, whether for research, attendance at conferences, or other approved purposes, were to compete for grants for travel assistance on the basis of specifically identified projects or needs.

5.32 One possibility considered by the Working Party was that grants for overseas travel by all university academic staff should be administered by a single independent body operating in a manner similar to the way in which the Australian Research Grants Committee (ARGC) disburses research grants. This approach would have enabled academic staff to compete for travel grants on an equal footing on an Australia-wide basis. However, the Working Party rejected this alternative because it believes that the needs of universities differ and that each institution should be responsible for administering the travel programs of its own staff in a manner best suited to its own detailed needs.

5.33 The Working Party therefore proposes that each university should establish its own arrangements to administer the funds available for travel assistance for research or other approved scholarly work overseas. Such arrangements might include a system of peer review. Academic staff, released from teaching duties, wishing to obtain financial assistance for overseas travel, should be required to submit applications setting out specific programs of activity to be undertaken while overseas.

The Working Party recommends that in each university:

(2) (g) arrangements be established under which financial assistance for travel purposes may be made available to members of academic staff who establish a specific case to work overseas on approved research or other approved activities while released from teaching and administrative duties under the special studies program.

5.34 *Level of provision for overseas travel.* As noted in paragraph 3.26 total university expenditure on travel assistance grants to staff taking study leave in 1975 amounted to $1.58 million. The Working Party has found some difficulty in suggesting a reasonable level of annual expenditure in the form of travel grants. The information available shows considerable variations from university to university. There is also a wide range of grants to individuals, the cost of travel has shown sharp increases and decreases, the numbers of staff have increased since 1975 and the Working Party is proposing significant changes in the old form of study leave. On balance the Working Party takes the view that an annual provision of 0.5 per cent of the total cost of academic salaries by each university should provide a reasonable level of support not greatly different from the cost of the comparable level of support for overseas travel in 1975. Such a fund should enable each university to develop arrangements suited to its own requirements both in terms of the number of staff to receive grants and the size of grant to each.

The Working Party recommends that in each university:

(2) (h) total annual expenditure on overseas travel assistance grants to members of academic staff be no greater than 0.5 per cent of the total cost of academic salaries.

5.35 *Duration of absences overseas.* The Working Party proposed in Recommendation 2(c) that the total release from teaching duties under a special studies program which should be granted to a member of the academic staff by a university be no greater than thirteen teaching weeks in any three year period. If an academic staff member is granted release for a single period of thirteen weeks it may be possible for that staff member to have as long as six months available for the purposes of uninterrupted research if the period of release from teaching is used in conjunction with a vacation period. The Working Party has already drawn attention to the remarkable changes in travel and communication in the last twenty or thirty years. These changes make it possible for much to be achieved in shorter visits overseas which may also need to be more frequent than in earlier times when scholarship advanced more slowly. The arrangements now being proposed will offer universities the opportunity of arranging periods of release for research, some of which may involve work overseas, at a frequency and of duration more closely related to the specific needs of both the institution and the staff.

The Working Party recommends to each university that:

(2) (i) unless there are exceptional circumstances, any period of absence overseas from the university be not greater than six months.

5.36 *Level of overseas travel grants.* The Working Party considers that universities should determine the level and form of grants to be made available to academic staff going overseas to undertake approved activities within the constraints of the total funds available for overseas travel purposes. In accordance with its view that grants should be provided on a merit basis rather than as an entitlement, the Working Party would see no barrier to the provision of a travel assistance grant to an academic staff member on any occasion on which approval is given for overseas work, regardless of the length of the period overseas, provided, of course, that a specific need is demonstrated.

5.37 The Working Party supports the widely held view that members of academic staff absent overseas for long periods should be accompanied by their spouse and dependent children and it acknowledges that frequently staff incur some financial loss as a result. At the same time there is little sympathy in the community for financial support of the dependants in such circumstances. The Working Party believes that an absence of up to six months by the member of staff from the other members of the family would not be unreasonable and, convinced as it is of the desirability of shorter overseas visits for other reasons, the Working Party considers that more effective use could be made of the resources available for overseas travel if universities did not provide any grants in respect of dependants when the academic staff member's overseas visit is of six months duration or less. The adoption of this approach would enable universities to use available funds for more overseas visits by staff members themselves. In addition, the financial burden on a staff member taking a short period of leave unaccompanied by dependants would be reduced. Moreover, in the light of information on the practices adopted in other research oriented employment (*see* paragraphs 4.21 to 4.27) the Working Party believes that its present proposals are more in accord with community practices and expectations.

The Working Party recommends that in each university:

(2) (j) the level and form of travel assistance grants be determined by the university, subject to the proviso that grants may be made in respect of dependants only in those exceptional cases where the staff member's period of absence is greater than six months.

REPORTING AND ACCOUNTABILITY

5.38 *Reporting.* The Working Party considers that it is reasonable to expect academic staff obtaining release from teaching duties under special studies programs to submit reports of activities undertaken. Such reports will enable assessment of both the use which is made by individuals of such opportunities and the effectiveness of the operation of special studies programs as a whole. All universities make provision for some form of reporting under existing study leave schemes, although the requirement for a report is of only quite recent origin in one university. The evidence available to the Working Party suggests, however, that although reports are generally of a reasonable standard there is considerable variation between institutions in the enforcement of reporting requirements. The Working Party recommends that all academic staff completing periods of release from teaching duties be required to submit reports. The nature of reports required will, of course, vary depending on whether release is granted, say, for attendance at a conference within Australia or for a six month period overseas, but should be of a kind which will enable universities to fulfil the requirements of accountability in relation to their special studies programs.

5.39 The Working Party also believes that there should be some follow-up of reports. The reporting system used in the University of Queensland may serve as a model for other institutions. That university requires the staff member to submit the report together with the previously approved plan of activities and to comment on any variations from the proposed plan. Academic staff may also be required to appear before that university's Study Travel Committee with a revised report if the initial report is unsatisfactory.

5.40 In view of the significant benefits which may accrue to universities and the community from properly planned activities under special studies programs, the Working Party believes that it is desirable that the nature of activities undertaken should be more widely known. The Working Party agrees with the view expressed in a number of submissions that reports by staff should be publicly available.

The Working Party recommends that in each university:

(2) (k) academic staff obtaining release from teaching duties under the special studies program be required to submit such reports as would enable the university to fulfil effectively the requirement in Recommendation (3) below.

5.41 *Accountability*. A considerable part of the criticism of study leave schemes stems from the fact that universities are not seen to be accountable for substantial sums of public money expended in this way. The Working Party believes that it would be desirable for universities to make more information publicly available on the operation of their special studies programs including the general benefits to themselves and the community which result. An appropriate vehicle for transmission of this information would be the university annual report. In addition the Working Party considers it desirable that universities should provide statistical information on the operation of their special studies programs annually to the Tertiary Education Commission in a form to be determined by the Commission, so that the effectiveness of the programs may be assessed and if necessary the basis of funding revised.

The Working Party recommends:

(3) that each university publish information annually on the operation of the special studies program, including data on grants made for overseas travel purposes, and provide such other statistical data on the program to the Tertiary Education Commission as is determined by the Commission.

OTHER MATTERS

5.42 *Terms of appointment*. The Working Party recognises that the terms of appointment of staff at several universities (paragraph 3.3 refers) provide that study leave is a right for eligible academic staff. At other institutions study leave, although mentioned in terms of appointment, is granted on a discretionary basis. Even in those cases where study leave is an entitlement under the conditions of service there may be no entitlement to a travel grant. In view of the considerable variety both in the formal terms and conditions under which study leave is provided and in the custom adopted by universities, the Working Party considers that universities should examine these terms of appointment, and where possible, bring them into accord with the proposals outlined in preceding paragraphs. The Working Party further recommends that universities should frame provisions in future terms of appointment to accord with the proposals outlined above.

The Working Party recommends:

(4) that each university

(a) examine terms of appointment of existing academic staff, insofar as they relate to study leave, with a view to accommodating the proposals contained in Recommendation (2) (a) to (k); and

(b) base relevant terms of appointment of new academic staff on the proposals contained in Recommendation (2) (a) to (k).

5.43 *Research only staff*. In addition to teaching and research staff, a certain proportion of the academic staff of Australian universities are engaged only to pursue research and have no teaching commitments. Almost half of such "research only" staff in the Australian universities are employed in the Institute of Advanced Studies of the Australian National University.

5.44 The Working Party has considered the position of research only staff in relation to participation in special studies programs. It believes that, although there is no call for research only staff to be granted release for research purposes in the same way as proposed for teaching and research staff, there may be a need for research only staff to be absent from their institutions for other scholarly purposes such as attendance at conferences within Australia and overseas, or visits to overseas educational institutions and research centres to undertake particular research projects or to stay abreast of world developments. The Working Party therefore considers that universities should continue to provide opportunities for research only staff to undertake these activities provided that the maximum length of absence of such staff from their universities is no greater than the period of absence available to teaching and research staff under special studies programs, the cost of overseas travel being met within the limit set in Recommendation 2(h).

5.45 *Non-academic staff*. It was noted in paragraph 3.5 that certain categories of non-academic staff are eligible for study leave (or equivalent) privileges under existing university arrangements. Given the nature of the needs which study leave has been designed to serve, the Working Party considers that there is no case for the participation of non-academic staff in special studies programs or in the overseas study arrangements applicable to academic staff. Where there is a need for non-academic staff to travel overseas for specific purposes pertinent to their duties, each institution should make such provisions as it deems necessary and appropriate.

5.46 It was noted in paragraph 3.25 that the average length of absence overseas of non-academic staff on leave was just over six months. The Working Party believes that if there is a need for non-academic staff to travel abroad for specific purposes, absences generally should be not more than 2 to 3 months duration.

The Working Party recommends:

(5) that participation in special studies programs be limited to members of the teaching and research staff.

PART III - STAFF DEVELOPMENT LEAVE IN COLLEGES OF ADVANCED EDUCATION

CHAPTER SIX : THE PRESENT SITUATION

ORIGINS OF STAFF DEVELOPMENT LEAVE

6.1 The reasons for creating colleges of advanced education were outlined by the Committee on the Future of Tertiary Education in Australia (Martin Committee) when it framed its recommendations "with the object of widening the range of educational opportunities beyond the secondary school, of providing extensive vocational and specialised training and of ensuring that Australia makes a worthwhile contribution to the advancement of knowledge and of achievement". (1)

6.2 The Committee recommended that colleges of advanced education might be developed from technical colleges, agricultural colleges and specialist institutions and that a range of new institutions, all in country areas of New South Wales, Victoria and Queensland should be established. The primary orientation of these institutions was to be technological and practical and the Committee emphasised the need to strengthen the type of training offered to men and women who were interested in obtaining employment in the practical world of industry and commerce. The original conception of colleges of advanced education did not include teacher training colleges and government colleges of this type were not incorporated into the advanced education system until 1 July 1973. Some private teachers colleges have since become colleges of advanced education. The years in which individual colleges were incorporated into the advanced education system and details of the fields of study, student and staff numbers of each institution are set out in *Tables 1, 2, 3* and *4* of *Appendix E*.

6.3 As the primary orientation of the colleges of advanced education was intended to be technological and practical, the Commonwealth Advisory Committee on Advanced Education, appointed in 1965 to assist the government in planning the long-term development of the colleges, placed particular emphasis on the need for liaison between colleges and industry. In its second report, the Advisory Committee commented that "it is essential for the colleges to continue to explore and develop their relationships with industry, to encourage exchange of staff, professional, consulting and investigational work on practical industrial problems. A close linkage with industry is vital to good course design, to lively teaching and to attraction of high calibre staff". (2) The Committee considered that study leave could legitimately be used for the development of this contact with industry as well as for self-development. Later in the

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(1) *Tertiary Education in Australia* Report of the Committee on the Future of Tertiary Education in Australia to the Australian Universities Commission. Volume 1, Chapter 1, page 1. (Government Printer, Melbourne, 1964).

(2) Commonwealth Advisory Committee on Advanced Education, Second Report 1970-72. Chapter 1, page 3. (Government Printing Office, Canberra, 1969).

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report, the Advisory Committee stated that "college administrations can make provision for study leave or the gaining of experience without financial loss. Study leave should not be granted as an employment right but there should be flexible arrangements enabling selected members of staff to obtain leave for appropriate purposes - industrial experience, refresher training, relevant higher qualifications, or attending conferences either in Australia or overseas. We suggest that colleges make provision for such purposes in their budgets". (3)

6.4 In 1968 the Government established an Inquiry into Salaries of Lecturers and Senior Lecturers in Colleges of Advanced Education (Sweeney Inquiry). The Report of the Inquiry, which also considered and made recommendations on appropriate conditions of service for college staff, accepted the view that study leave could legitimately be granted to the staff of colleges of advanced education. Such leave was considered appropriate for two broad purposes - the first being that opportunities to refresh and develop professional and vocational knowledge would also develop teaching capacities, the second that teaching staff could be expected to wish to continue their own personal development. In addition, staff of the colleges were considered to be part of a world-wide educational community and were seen by the Inquiry as needing a broad spectrum of experience at least at the national level and, at best, international. To quote from the Report:

> It has long been recognised that excellence of teaching in vocational courses is best maintained by direct and frequent contact between teachers, students and men eminent in the practice of such vocations as medicine, law, and engineering. Scientists have also increased their competence in research through the publication and subsequent discussion of scientific papers. It seems highly desirable for the institutes to develop further the ways whereby the professional competence of their staff can be measured, maintained and developed. Consulting work with commerce and industry should be seen as a vital part of the teaching activities of the institutes and an educational opportunity of great value. Management should encourage staff to seek such opportunities either as part-time assignments in parallel with their normal work or as full-time assignments. Such opportunities should be seen as complementary to the primary educational role of lecturing staff. (4)

6.5 The Australian Commission on Advanced Education (the successor of the Commonwealth Advisory Committee on Advanced Education), in its Fourth Report, stated that teaching staff should be "not only academically well equipped but should have a record of successful professional experience in the field in which they are teaching". (5) The Commission did not consider it appropriate to specify conditions under which study or conference leave might be granted to staff, but stated rather that "staff should be given the opportunity from time to time to refresh their industrial or academic experience by suitable leave arrangements"(6) and that funds should be provided for such leave from recurrent grants.

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(3) *ibid* p. 43.

(4) Report of the Inquiry into Salaries of Lecturers and Senior Lecturers in Colleges of Advanced Education. Page 46. (Government Printing Office, Canberra, 1969).

6.6 Within this context, study leave in colleges of advanced education was developed to cover a broader spectrum of activities than similar leave in universities and consequently is often designated "staff development leave". The reasons for which staff development leave is taken are as follows:

(1) to improve qualifications;

(2) to maintain contact with industry and to refresh professional and vocational knowledge;

(3) to allow for contact with other academic institutions both in Australia and overseas;

(4) insofar as the needs of the employing institution allow, to provide for the personal development of staff.

EXISTING STAFF DEVELOPMENT LEAVE SCHEMES

6.7 The detailed provisions of staff development leave schemes are determined by individual colleges of advanced education. In most States, however, the State advanced education co-ordinating authorities (which have responsibility for the co-ordination and development of advanced education within a State) have laid down broad guidelines for staff development leave schemes. The role of the advanced education authorities in each State in relation to staff development leave is shown in *Appendix F*.

6.8 In response to a request from the former Commission on Advanced Education, the State authorities sought information on the detailed provisions of existing staff development leave schemes in colleges. They received a response from 45 institutions (60 per cent of the number of colleges; the number of full-time staff employed in the responding colleges amounting to almost 80 per cent of total full-time teaching staff in the advanced education sector). Details of schemes are given in *Table 6.1*. It is understood that there are basic similarities between the staff development leave schemes of the colleges within a State, so that teaching staff in colleges not included in *Table 6.1* are likely to have staff development leave conditions similar to those of other colleges in the State that are included in the table.

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(5) & (6) Commission on Advanced Education Fourth Report 1976-78, p. 12, paragraphs 2.12 and 2.15. (Australian Government Publishing Service, Canberra, 1975).

TABLE 6.1

STUDY LEAVE PROVISIONS IN COLLEGES OF ADVANCED EDUCATION - 1977

Institution	Eligible teaching staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro rata leave available	Leave available in Australia	Financial assistance	Non-teaching staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
NEW SOUTH WALES										
Public Service Board Guidelines	Ass. lecturer and above	Should not normally be granted within first 6 years	12 months after 6 years	✓	✓	✓	Currently under review	In special circumstances	To CAE within 3 months	Equal to period of leave
Alexander Mackie CAE(a)	Teaching staff	3 years in "tertiary service"	12 months after 6 years	✓	n.a.	✓	n.a.	Not normally provided	To Council within 3 months	Equal to period of leave
Catholic College of Education	Permanent staff	2 years	12 months after 6 years	✓	n.a.	✓	n.a.	In special circumstances	To Council within 3 months	Equal to period of leave
Kuring-gai CAE	Permanent full-time lecturer and above	3 years	12 months after 6 years	✓	✓	✓	Senior administrative officer and above	n.a.	To Council within 3 months	Equal to period of leave
Mitchell CAE	Permanent full-time ass. lecturer and above	3 years	12 months after 6 years	✓	✓	✓	Staff of Grade 7 and above	In some cases	To Council within 2 months	Equal to period of leave
Nepean CAE	Permanent full-time ass. lecturer and above	3 years	12 months after 6 years	✓	✓	✓	Permanent full-time staff	In exceptional circumstances	To Council within 3 months	Equal to period of leave

TABLE 6.1 *(continued)*

Institution	Eligible teaching staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro rata leave available	Leave available in Australia	Financial assistance	Non-teaching staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
N.S.W. Conservatorium of Music	Full-time teaching staff	Not normally within 6 years	12 months after 6 years	✓	✓	✓	None	Nil	To Public Service Board	n.a.
Newcastle CAE	Permanent ass. lecturer and above	Not normally within 6 years	12 months after 6 years	✓	✓	✓	n.a.	In exceptional circumstances	To principal within 3 months	n.a.
Riverina CAE (b)	Not prescribed	3 years	12 months after 6 years	✓	✓	✓	Senior administrative, professional or technical staff	Nil	To Council within 3 months	Equal to period of leave
Sydney Teachers College	Permanent staff	2 years	12 months after 6 years	✓	n.a.	✓	n.a.	In special circumstances	To Council within 3 months	Equal to period of leave
New South Wales Institute of Technology	Teaching staff	2 years	12 months after 6 years	✓	✓	✓	n.a.	n.a.	To Council as soon as possible	n.a.
VICTORIA										
Victoria Institute of Colleges										
Caulfield I.T.	Tenured staff(c)	3 years	12 months after 6 years	✓	✓	✓	Permanent members of professional, administrative, technical and clerical staff	n.a.	To Council within 3 months	Equal to period of leave
Footscray I.T.	Lecturer and above	3 years	12 months after 6 years	✓	✓	✓	Professional staff of equivalent level to lecturer or above	n.a.	To Council within 6 months	Equal to period of leave

TABLE 6.1 *(continued)*

Institution	Eligible teaching staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro rata leave available	Leave available in Australia	Financial assistance	Non-teaching staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
Gippsland I.A.E.	Permanent full-time staff	3 years	12 months after 6 years	✓	n.a.	✓	n.a.	n.a.	To Council	Equal to period of leave
Lincoln Institute	Lecturer or above	2 years	12 months after 6 years	✓	✓	✓	Non-teaching staff may submit proposals	Nil	To Council within 3 months	Equal to period of leave
Preston I.T.	Teaching staff	n.a.	12 months - leave does not accrue	No	n.a.	✓	Senior library, administrative, technical and computing staff	n.a.	n.a.	Equal to period of leave
Royal Melbourne I.T.	Permanent staff	After gaining permanency	12 months	-	✓	✓	n.a.	n.a.	To Council	n.a.
Swinburne I.T.	Lecturer and above	n.a.	12 months - leave does not accrue	✓	✓	✓	Senior librarian and above, comptroller and registrar	✓	To Council within 6 months	Equal to period of leave
Victoria College of Pharmacy	Lecturer and above	n.a.	12 months - leave does not accrue	n.a.	In special circumstances	✓	n.a.	n.a.	n.a.	Equal to period of leave
Warrnambool I.A.E.	Full-time permanent staff	3 years	48 weeks after 6 years	✓	✓	✓	Senior administrative and library staff	n.a.	To Development Leave Committee within 3 months	Equal to period of leave

TABLE 6.1 *(continued)*

Institution	Eligible teaching staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro rata leave available	Leave available in Australia	Financial assistance	Non-teaching staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
State College of Victoria										
SCV Burwood	Lecturer and above	2 years	48 weeks after 6 years	✓	✓	✓	n.a.	✓	To Council within 3 months	Equal to period of leave
SCV Frankston	Tenured staff	3 years	12 months after 6 years	✓	✓	✓	Administrative Officer Category VII and above Librarian II and above	In exceptional circumstances	To Council	Equal to period of leave
SCV Hawthorn	Lecturer and above	2 years	12 months after 6 years	✓	n.a.	✓	Staff at salary of lecturer and above	n.a.	n.a.	Specified by Council, not exceeding 12 months
SCV Institute of Early Childhood Development	Full-time teaching staff	3 years	12 months - leave does not accrue	No	n.a.	✓	Resource centre staff at Librarian I level and above	✓	To Council within 3 months	Equal to period of leave
SCV Melbourne	Full-time teaching staff	3 years	12 months	Leave over 6 months usually only given after 6 years	In special cases	✓	n.a.	n.a.	To Council within 3 months	Not less than 12 months is anticipated
SCV Rusden	Tenured staff	2 years	12 months after 6 years	✓	n.a.	✓	n.a.	✓	To Study Leave Committee within 3 months	Equal to period of study leave

TABLE 6.1 *(continued)*

Institution	Eligible teaching staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro rata leave available	Leave available in Australia	Financial assistance	Non-teaching staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
SCV Toorak	Tenured staff	2 years	12 months after 6 years	✓	n.a.	✓	Librarian, registrar, bursar, and their first assistants	✓	n.a.	Equal to period of study leave
QUEENSLAND										
Darling Downs I.A.E.	Lecturer and above	3 years	12 months after 6 years	✓	n.a.	✓	Library and counselling staff at lecturer level and above	n.a.	To director within 3 months	Equal to period of leave
Kelvin Grove C.A.E.	Lecturer and above	3 years	12 months after 6 years	✓	n.a.	✓	n.a.	✓	To Council within 3 months	Equal to period of leave
Queensland Agricultural College	All teaching staff	n.a.	n.a.	n.a.	n.a.	✓	n.a.	n.a.	To Council within 3 months	Equal to period of leave
Queensland I.T.	Permanent teaching staff	n.a.	12 months after 6 years	✓	n.a.	✓	n.a.	✓	To registrar within 3 months	A reasonable period
SOUTH AUSTRALIA										
Adelaide C.A.E.	Tenured staff	3 years	12 months after 6 years	✓	✓	✓	n.a.	Only if absolutely necessary	To director within 3 months	Determined by Council, not exceeding 1 year
Kingston C.A.E.	All staff	6 years or at discretion of Council	12 months after 6 years	✓	✓	✓	n.a.	n.a.	n.a.	Return to service is assumed

TABLE 6.1 *(continued)*

Institution	Eligible teaching staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro rata leave available	Leave available in Australia	Financial assistance	Non-teaching staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required folllowing leave
Murray Park C.A.E.	Full-time staff	3 years	12 months after 6 years	✓	n.a.	✓	n.a.	✓	To director within 3 months	Three times the period of study leave, or two years, whichever is lesser
Salisbury C.A.E.	All staff	After gaining tenure	12 months after 6 years	In special circumstances	✓	✓	Director and assistant director	✓	To director within 3 months	Equal to period of leave
South Australian I.T.	All staff(c)	6 years	12 months after 6 years	✓	✓	✓	n.a.	n.a	To Council within 3 months	Three times the period of leave, or two years, whichever is lesser
Sturt C.A.E.	Lecturer III and above	4 years	12 months after 6 years	✓	✓	✓	n.a.	✓	To Council within 3 months	
Torrens C.A.E.	All staff	2 years	12 months after 6 years	✓	✓	✓	n.a.	Minimum replacement		Equal to period of leave
WESTERN AUSTRALIA										
Churchlands Teachers College	All staff	2 years	12 months after 6 years	✓	✓	✓	Staff on academic salaries	In exceptional circumstances	To principal	Equal to period of leave

TABLE 6.1 *(continued)*

Institution	Eligible teaching staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro rata leave available	Leave available in Australia	Financial assistance	Non-teaching staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
Claremont Teachers College	All staff	2 years	12 months after 6 years	✓	✓	✓	Staff on academic salaries	Not normally provided	n.a.	n.a.
Graylands Teachers College	All staff	2 years	12 months after 6 years	✓	✓	✓	Staff on academic salaries	Not normally provided	n.a.	n.a.
Mount Lawley Teachers College	All staff	2 years	12 months after 6 years	✓	✓	✓	Staff on academic salaries	Not normally provided	n.a.	n.a.
Western Australian I.T. (b)	All staff	3 years	12 months after 6 years	✓	✓	✓	Staff on professional salary scales	✓	n.a.	n.a.
Western Australian Secondary Teachers College	All staff	2 years	12 months after 6 years	✓	✓	✓	Staff on academic salaries	Not normally provided	n.a.	n.a.
TASMANIA										
Tasmanian C.A.E.	All staff	n.a.	12 months after 6 years	✓	n.a.	✓	Some senior administrative categories	In smaller departments	To principal within 1 month	Equal to period of leave

TABLE 6.1 *(continued)*

Institution	Eligible teaching staff	Minimum period of service before leave can be taken	Maximum period of leave available	Pro rata leave available	Leave available in Australia	Financial assistance	Non-teaching staff receiving leave privileges	Provision for replacement of staff on leave	Report required following leave	Minimum service required following leave
A.C.T.										
Canberra C.A.E.	Full-time teaching staff	3 years	No more than 36 weeks of teaching semester time after 6 years	✓	n.a.	✓	Principal, ass. principal, registrar, ass. registrar, bursar, staff registrar, librarian, dep. librarian, director of health services, and computer centre staff on academic rates of salary	✓	To Council on return from project	Equal to period of leave

(a) Policy currently under review.

(b) Institution has separate industrial leave policy.

(c) Study leave benefits differ for senior staff.

(d) Source: Australian Conference of Principals of Colleges of Advanced Education Reference Document No. 1: Staff Development Leave, July 1976

n.a. - information not provided.

Source: Colleges of Advanced Education Study Leave Policies
Australian Conference of Principals of Colleges of Advanced Education Reference Document No. 1 - Staff Development Leave July 1976

6.9 The standard period of staff development leave is one year after six years of service. In most of the colleges included in the table, teaching staff are eligible for a shorter period of leave after two or three years service. This leave is calculated on a pro rata basis from the standard period so that six months leave can be taken after three years of service. Eligibility for leave is generally not restricted to staff above a particular grade and in some cases it is not restricted to teaching staff. Of the forty-five colleges which have provided information on leave schemes only ten restrict leave to staff of the status of lecturer and above and a further three to the status of assistant lecturer and above. In eleven colleges all teaching and administrative staff are eligible for leave. In some colleges, permanency of appointment is a condition of eligibility for leave - fifteen colleges in the sample have indicated that leave is available only to permanent teaching staff.

OPERATION OF STAFF DEVELOPMENT LEAVE SCHEMES

6.10 State advanced education co-ordinating authorities have provided statistical data on the operation of staff development leave schemes in all colleges of advanced education for the year 1975 and this has been used as the basis of the analysis of staff development leave which follows. In contrast to universities, the colleges are, by and large, recently established, and historical data is not available for them. The total number of institutions is much larger and the range of activities that they cover more diverse than for universities. The data provided are therefore different from that available for universities and this is reflected in the way they are presented. Difficulties in the collection of data and differences in approach to its collection between institutions have resulted in reliability being less than is normally the case with the regular statistical collections of data from colleges of advanced education. Nevertheless, the data are believed to be sufficiently accurate to allow the identification of national trends.

6.11 The Working Party was principally concerned with full-time leave which extended over several months and in the following analysis has excluded leave periods of less than three months duration. However, information on leave periods of less than three months duration and on part-time leave was also available to the Working Party and is referred to in paragraphs 6.25 and 6.26.

6.12 *Incidence of leave*. There is a variety of ways in which the incidence of staff development leave and its impact on the advanced education system can be measured. The Working Party has chosen to examine the incidence of leave in four ways - in terms of the number of staff taking leave periods which fell substantially within the calendar year 1975, in terms of the proportion of teaching staff taking leave periods in 1975, in terms of "man-years" of leave taken in 1975 and in terms of "teaching man-weeks" of leave taken in that year. Similar measures were used in the case of study leave in universities and the Working Party has commented on their significance and interpretation in paragraph 3.14.

6.13 *Table 6.2* shows the number of teaching staff who took staff development leave periods falling substantially within 1975, by State. There were 452 staff taking staff development leave in that year from 53 colleges of advanced education (66 per cent of the colleges in the advanced education system in 1975). *Table 5* of *Appendix E* gives details of the number of staff taking staff development leave in 1975, by institution.

TABLE 6.2

TEACHING STAFF TAKING STAFF DEVELOPMENT LEAVE(a), BY STATE, COLLEGES OF ADVANCED EDUCATION, 1975

State	*Staff Taking Leave*
New South Wales	95
Victoria	
Victoria Institute of Colleges	131
State College of Victoria	33
Total	164
Queensland	73
South Australia	46
Western Australia	36
Tasmania	18
Australian Capital Territory	20
AUSTRALIA	452

(a) Excluding leave of less than three months.

Source: Colleges of advanced education.

6.14 *Table 6.3* relates the number of teaching staff on staff development leave in 1975 to the number of teaching staff in the advanced education sector in each State. The table shows that, for the advanced education system as a whole, the proportion of teaching staff of the grade of lecturer and above taking staff development leave in that year was 6.7 per cent. However, the proportion is considerably higher than this in Queensland, Tasmania and the Australian Capital Territory. In New South Wales the lower rate may be attributable to the policy included in guidelines laid down by the Public Service Board that numbers absent do not exceed 10 per cent of teaching staff in any one institution and in the State College of Victoria system to the fact that many staff take part-time leave. The Working Party, however, does not have at its disposal sufficient information to identify why rates vary from State to State.

TABLE 6.3

PROPORTION OF TEACHING STAFF OF THE GRADE OF LECTURER AND ABOVE(a) TAKING STAFF DEVELOPMENT LEAVE(b), BY STATE, COLLEGES OF ADVANCED EDUCATION, 1975

State	*Total Staff (lecturer and above)*	*Staff Taking Leave*	
		Number	*Proportion*
			per cent
New South Wales	1,562	95	6.1
Victoria			
Victoria Institute of Colleges	1,598	131	8.2
State College of Victoria	980	33	3.4
Total	2,578	164	6.4
Queensland	810	73	9.0
South Australia	675	46	6.8
Western Australia	750	36	4.8
Tasmania	171	18	10.5
Australian Capital Territory	190	20	10.5
AUSTRALIA	6,736	452	6.7

(a) Full-time teaching staff of the grade of lecturer and above.

(b) Excluding leave of less than three months.

Source: Colleges of advanced education.

6.15 As the length of individual staff development leave periods actually taken varies, an informative measure of the commitment of college staff resources to staff development leave may be obtained by relating the "man-years" of leave taken within a particular year to the number of available "man-years" for all teaching staff. This measure gives an indication of the notional proportion of teaching staff absent at any given time throughout a year. *Table 6.4* shows the proportion of total available "man-years" of staff of the grade of lecturer and above taken as staff development leave in 1975, by State. For Australia as a whole, 5.1 per cent of teaching staff were absent on staff development leave in 1975, with some differences in proportions from State to State.

TABLE 6.4

PROPORTION OF AVAILABLE MAN-YEARS OF TEACHING STAFF OF THE GRADE OF LECTURER AND ABOVE(a) TAKEN AS STAFF DEVELOPMENT LEAVE(b), BY STATE, COLLEGES OF ADVANCED EDUCATION, 1975

State	*Available Man-Years*	*Staff Taking Leave*	
		Man-Years of Leave Taken	*Proportion*
			per cent
New South Wales	1,562	77	4.9
Victoria			
Victoria Institute of Colleges	1,598	94	5.9
State College of Victoria	980	22	2.2
Total	2,578	116	4.5
Queensland	810	55	6.8
South Australia	675	39	5.8
Western Australia	750	32	4.3
Tasmania	171	10	5.9
Australian Capital Territory	190	12	6.3
AUSTRALIA	6,736	341	5.1

(a) Full-time teaching staff of the grade of lecturer and above.

(b) Excluding leave of less than three months.

Source: Colleges of advanced education.

6.16 It is not possible from available data to draw firm conclusions about the extent to which the staff of colleges have taken the full amount of leave implied by the provisions of staff development leave schemes. As noted in paragraph 3.18, it is sometimes argued that if all eligible staff obtained one year of leave after six years of service then one in seven (or 14 per cent of staff) would be absent on leave in each year. However, it must be borne in mind that the growth in staff numbers in colleges in the early seventies was such that many staff would not be immediately eligible for leave and, consequently, even if all staff took one year of leave as they became eligible, the proportion of teaching staff absent would have been less than 14 per cent. In the Working Party's view, the data available for 1975 suggest that college staff have in general taken leave less frequently and for shorter periods than theoretically provided for in staff development leave schemes.

6.17 The effect of staff development leave on the teaching programs of colleges may be demonstrated by comparing the number of teaching weeks taken as leave with the total number of available "teaching man-weeks". *Table 6.5* shows the proportion of the total number of available "teaching man-weeks" of staff of the grade of lecturer and above taken as staff development leave in 1975, by State. The data presented is subject to the limitation that the calculation of teaching weeks taken as staff development leave is based on standardised semester dates and does not take into account varying term and semester dates between institutions. Similarly, a standardised number of teaching weeks for the year 1975 has been used in the calculation of available "teaching man-weeks". Nevertheless, subject to these limitations the table serves to illustrate approximate proportions of teaching resources in the advanced education sector committed to staff development leave in that year. The table shows that, for the advanced education system as a whole, 5.2 per cent of available "teaching man-weeks" of the staff of the grade of lecturer and above were taken as staff development leave in 1975. The lowest proportion of teaching time committed to such leave was 4.6 per cent in Western Australia, and the highest, 6.8 per cent in Queensland.

TABLE 6.5

PROPORTION OF AVAILABLE TEACHING MAN-WEEKS OF STAFF OF THE GRADE OF LECTURER AND ABOVE(a) TAKEN AS STAFF DEVELOPMENT LEAVE(b), BY STATE, COLLEGES OF ADVANCED EDUCATION, 1975(c)

State	*Available Teaching Man-Weeks*	*Staff Taking Leave*	
		Teaching Weeks of Leave Taken	*Proportion*
			per cent
New South Wales	49,984	2,502	5.0
Victoria			
Victoria Institute of Colleges	51,136	3,259	6.4
State College of Victoria	31,360	694	2.2
Total	82,496	3,953	4.8
Queensland	25,920	1,752	6.8
South Australia	21,600	1,258	5.8
Western Australia	24,000	1,104	4.6
Tasmania	5,472	303	5.5
Australian Capital Territory	6,080	401	6.6
AUSTRALIA	215,552	11,273	5.2

(a) Full-time staff of the grade of lecturer and above.

(b) Excluding leave of less than three months.

(c) Calculated in terms of standardised term dates.

Source: Colleges of advanced education.

6.18 *Activities undertaken by staff on leave.* *Table 6.6* sets out the activities undertaken by teaching staff on leave in 1975 and the distribution of activities within each grade. The table shows that the majority of staff (57.5 per cent) were engaged in improving their formal qualifications with the second most numerous activity being research (14.6 per cent). The proportion improving qualifications is in sharp contrast to the relatively small proportion of staff engaged in activities such as working in industrial or professional establishments (5.1 per cent), teaching at another institution (3.5 per cent) or visiting other institutions (6.0 per cent).

6.19 If the data are considered by grade, it can be seen that a surprisingly large proportion (27.6 per cent) of staff above the grade of senior lecturer who were on leave in that year spent their leave improving formal qualifications, though their activities generally were more evenly spread among the several categories than those of less senior grades. The table also shows that there was a particular concentration on research activity by senior lecturers who took leave in that year.

TABLE 6.6

ACTIVITIES UNDERTAKEN ON STAFF DEVELOPMENT LEAVE, BY GRADE, COLLEGES OF ADVANCED EDUCATION, 1975

Activity Undertaken on Leave	*Staff on Leave*					
		Grade				
	Number	*Above Senior Lecturer*	*Senior Lecturer*	*Lecturer*	*Other Teaching Staff*	*Total*
		per cent	per cent	per cent	per cent	per cent
Study for higher qualifications	260	27.6	45.8	68.4	80.0	57.5
Research	66	14.0	20.8	12.0	-	14.6
Teach at another institution	16	5.7	5.4	2.4	-	3.5
Administrative work for college	2	1.8	0.4	0.1	-	0.4
Visit other institutions	27	19.6	7.5	3.0	-	6.0
Investigate the design of new courses	24	14.0	7.5	2.9	-	5.3
Attend conferences	4	3.6	0.7	0.5	-	0.9
Work in industrial or professional establishment	23	0.9	5.1	5.5	10.0	5.1
Field work	4	2.3	0.3	1.0	-	0.9
Other	26	10.5	6.5	4.2	10.0	5.8
TOTAL	452	100.0	100.0	100.0	100.0	100.0

Source: Colleges of advanced education.

6.20 *Duration of leave. Table 6.7* shows, by State, the proportion of staff development leave absences in 1975 which were of 5-7 months and 10-12 months duration. The table indicates that, for the advanced education system as a whole, 46.2 per cent of staff taking leave in that year took leave of 10-12 months duration while 25.4 per cent took leave periods of 5-7 months duration. The proportion of staff taking longer leave periods was noticeably high in South Australia and Western Australia and noticeably low in Tasmania and the Australian Capital Territory.

TABLE 6.7

LENGTH OF STAFF DEVELOPMENT LEAVE PERIODS(a), BY STATE, COLLEGES OF ADVANCED EDUCATION, 1975

State	*Proportion of Absences of 5-7 Months*	*Proportion of Absences of 10-12 Months*
	per cent	per cent
New South Wales	42.1	30.5
Victoria		
Victoria Institute of Colleges	18.3	51.9
State College of Victoria	18.2	45.5
Queensland	20.5	52.1
South Australia	13.0	60.7
Western Australia	2.8	66.6
Tasmania	55.6	11.1
Australian Capital Territory	65.0	25.0
AUSTRALIA	25.4	46.2

(a) Excluding leave of less than three months.

Source: Colleges of advanced education.

6.21 Two other relationships (a) length of leave and academic rank and (b) length of leave and discipline group were also considered for 1975. *Table 6.8* shows the proportion of the staff on leave in 1975 in each grade who took leave periods of 5-7 months and 10-12 months duration. The table shows that, for that year, there was a tendency for staff in the higher grades to take shorter periods of leave. The proportion of those on leave in each grade taking leave periods of 10-12 months duration ranged from 60 per cent in the case of staff below the grade of lecturer down to 22.5 per cent of staff above the grade of senior lecturer. At the same time, 50 per cent of staff on leave above the grade of senior lecturer took leave of 5-7 months while only 30 per cent of staff below the grade of lecturer took periods of that duration.

TABLE 6.8

LENGTH OF STAFF DEVELOPMENT LEAVE PERIODS, BY GRADE, COLLEGES OF ADVANCED EDUCATION, 1975

Grade	*Proportion of Absences of 5-7 Months*	*Proportion of Absences of 10-12 Months*
	per cent	per cent
Above senior lecturer	50.0	22.5
Senior lecturer	27.8	42.4
Lecturer	20.2	51.6
Other teaching staff	30.0	60.0
TOTAL	25.4	46.2

Source: Colleges of advanced education.

6.22 Results of an analysis of length of staff development leave by broad discipline group show that there are no significant differences between disciplines in the length of leave taken.

6.23 *Leave periods greater than twelve months*. Thirty-two staff members took leave periods of greater than twelve months in 1975. Of the thirty-two, eleven were absent for between twelve and fifteen months, seventeen were absent between fifteen months and two years, while the remainder were on leave for three years. Most of these staff were improving their qualifications, most were on full pay and many were overseas.

6.24 *Location of leave*. *Table 6.9* shows the location in which staff development leave periods were taken in 1975, by activity undertaken. Activities included under "Other" are those listed in *Table 6.6*. Of the 452 staff taking staff development leave in 1975, 294 spent all of their leave overseas. Those taking leave overseas comprised 54 per cent of those improving qualifications, 77 per cent of those engaged in research and 80 per cent of those taking leave for other purposes.

TABLE 6.9

LOCATION IN WHICH STAFF DEVELOPMENT LEAVE(a) TAKEN, BY ACTIVITY UNDERTAKEN, 1975

Activity Undertaken on Leave	*Location*				
	Australia	*Australia and Overseas*	*Overseas*	*Not Indicated*	*Total*
Study for higher qualifications	113	3	141	3	260
Research	12	1	51	2	66
Other	18	1	102	5	126
TOTAL	143	5	294	10	452

(a) Excluding leave of less than three months.

Source: Colleges of advanced education.

6.25 *Part-time leave for staff development.* The Working Party has noted that some use has been made of part-time leave for staff development purposes. Staff taking part-time leave are released from teaching duties for a certain time each week to allow them to undertake other activities. Statistics provided indicate that, in 1975, 99 staff (76 in Victoria and 23 in Western Australia) were taking part-time leave for the purpose of improving qualifications. The amount of leave taken varied from half a day per week to 2½ days per week and was dependent on the requirements of the course undertaken by the staff member.

6.26 *Leave of less than three months.* The data provided to the Working Party also included 75 staff who took leave periods of less than three months duration in 1975. The activities undertaken by those staff are set out in *Table 6.10*. Over 73 per cent of them were engaged in three activities - studying for higher qualifications, visiting other institutions and investigating the design of new courses. It would appear that activities such as visiting other institutions and investigating the design of new courses can be quite adequately undertaken in such short periods and that staff are utilising short staff development leave principally for these purposes. Of those staff taking short-term leave, 70 per cent went overseas.

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TABLE 6.10

ACTIVITIES UNDERTAKEN BY STAFF WHO TOOK LESS THAN THREE MONTHS LEAVE, COLLEGES OF ADVANCED EDUCATION, 1975

Activity Undertaken on Leave	*Proportion of Staff*
	per cent
Study for higher qualifications	33.9
Research	7.9
Teach at another institution	2.7
Visit other institutions	18.7
Investigate the design of new courses	21.0
Assist in the development of overseas countries	1.5
Attend conferences	2.2
Work in industrial or professional establishment	1.5
Field work	2.9
Other	6.2
Not specified	1.5
TOTAL	100.0

Source: Colleges of advanced education.

6.27 *Non-teaching staff*. A small number of non-teaching staff in colleges of advanced education were on full-time staff development leave in 1975. The number on leave and the areas in which they were employed are set out in *Table 6.11*. Most of them were employed in administrative areas. Certain categories of non-teaching staff are defined by institutions as having the status of teaching staff and, therefore, some of the opportunities available to teaching staff are also open to them.

TABLE 6.11

NON-TEACHING STAFF ON STAFF DEVELOPMENT LEAVE BY AREA OF EMPLOYMENT, COLLEGES OF ADVANCED EDUCATION, 1975

Area of Employment	*Number of Staff*
Administration	11
Library	3
External studies	1
TOTAL	15

Source: Colleges of advanced education.

COSTS

6.28 *Direct costs.* It has been difficult to obtain definitive data on the costs of staff development leave but analysis of information provided by State advanced education authorities for 1975 indicates that the major direct costs, which are in the form of travel grants and other assistance to staff, are comparatively small. Expenditure by colleges of advanced education on travel assistance grants in 1975 amounted to approximately $500,000.

6.29 The other major direct cost associated with staff development leave is the provision of replacement staff. Policies on the replacement of staff vary from institution to institution. Although the Working Party did not have comprehensive information on the policies of individual colleges, the information available indicates that, in general, no arrangements for replacement staff are made or that such arrangements are only made in special circumstances. The taking of staff development leave is usually dependent on the capacity of departments to re-arrange the duties of existing staff so that teaching commitments can be met. The Working Party did not have sufficient data to place a cost on the provision of replacement staff.

6.30 *Indirect costs.* It is in the area of salaries and salary related costs that the major expenditure may appear to occur; the claim is sometimes made that the salaries of teaching staff on leave are an indirect cost of the system of staff development leave. Although policies on the payment of salaries to staff on staff development leave vary from institution to institution, information available to the Working Party indicates that only 20 per cent of staff taking staff development leave in 1975 did not receive full salary. Based on available data on "man-years" of absence in each grade in 1975 and assuming an average salary level for each grade, it is estimated that the salaries and salary related costs (superannuation, workers compensation and payroll tax) of staff on staff development leave in 1975 amounted to about $7.5 million.

6.31 Using the above data, it follows that the share of resources which may be attributed to staff development leave in 1975 was approximately $8 million which represented 3.2 per cent of general recurrent grants to colleges of advanced education in that year.

CHAPTER SEVEN : SUBMISSIONS AND OTHER VIEWS

THE SUBMISSIONS

7.1 Submissions on staff development leave were received from all State advanced education authorities, the Conference of Principals of Colleges of Advanced Education, the State College of Victoria/Victoria Institute of Colleges Principals' Liaison Committee, the Federation of Staff Associations of Australian Colleges of Advanced Education (FSAACAE) and five individual colleges. The submissions, which are listed in *Appendix D*, varied in length, some being of only one or two pages. They were primarily concerned with the need for staff development leave in colleges of advanced education and means of furthering the availability of such opportunities. Some submissions also addressed themselves to a consideration of the financial implications of staff development leave both in terms of the total costs of such leave to the advanced education system, and to more specific matters relating to the effect of the costs of leave on the individual taking it.

7.2 The Working Party also had available to it results of surveys on staff development leave conducted by the Australian Conference of Principals of Colleges of Advanced Education and the Federation of Staff Associations of Australian Colleges of Advanced Education which were included in the submissions of those bodies.

7.3 *The need for staff development leave.* The submissions adopted the views expressed in the Martin and Sweeney reports and the reports of the former Commission on Advanced Education and its predecessor, namely, that study leave could legitimately be granted to the staff of colleges of advanced education on much the same basis as it is granted to the staff of universities.

7.4 Historically, the isolation of the Australian community created a climate in which it was believed that there were special needs for scholars to renew contact with others in the same field of study. Staff development leave schemes in colleges of advanced education have been developed with the need for this contact in mind and the submissions suggest that the staff of the colleges are still conscious of the lack of possibilities for interaction particularly if they are located in non-metropolitan areas. To quote one example, the submission received from the Mitchell College of Advanced Education (Bathurst, New South Wales) stated:

> The College believes that there is a very strong case to support the continuation of staff development leave provisions at the College in at least their present form. Staff who have returned from such leave to date have always brought back with them a wealth of knowledge and experience which would be impossible to

gain in a regional centre such as Bathurst, and we believe that much of the innovative work undertaken by this College in the past few years has directly resulted from the benefits so derived by staff from staff development leave.

7.5 The submissions argued that staff development leave should be made available for two broad purposes - the advancement of teaching capacities by the development of professional and vocational knowledge and the continuation of personal development. Within these two broad purposes a range of activities was designated as appropriate for staff development leave, which is considered to cover a broader range of activities than study leave in universities.

7.6 The submission made by the Australian Conference of Principals of Colleges of Advanced Education included a list of purposes for which leave should be made available. These are:

(1) to upgrade qualifications;

(2) to retain vocational and teaching connections;

(3) to update qualifications;

(4) to obtain experience outside Australia;

(5) to prepare to participate in new course developments;

(6) to meet the special demands of a limited growth period; and

(7) to enable retraining of certain members of staff.

The purposes listed are representative of those set out in other submissions, although some submissions placed more emphasis on the need for advanced education staff to undertake research.

7.7 A number of submissions drew particular attention to the desirability of increasing the strength of links with industry and commerce. They emphasised the importance of the interaction between college staff and the workplace for which the students are being prepared, since college staff hold a key position in bringing new knowledge and ideas to the notice of both students and employers. They contended that this capacity would be increased if college staff had opportunities to spend periods in the relevant workplace (e.g. teacher education staff could spend a period in schools, engineering staff in a factory and administrative course staff in business or public service situations). The FSAACAE submission supported the establishment of special liaison bureaux to facilitate the placement of academic staff in business and industry.

7.8 Several submissions expressed support for the implementation of a recommendation which the former Commission on Advanced Education had made in its Fourth Report. In that report, which was not implemented, the former Commission had recommended that "the Government make available a sum of $6,354,000 in the 1976-78 triennium only, to enable colleges to provide special leave for academic staff development". (1) Submissions argued that such a provision was necessary on the grounds that newer institutions generally need to provide additional opportunities for staff development.

7.9 The State College of Victoria put forward a special case for the provision of additional funds to allow for the expansion of opportunities for leave for its staff to improve qualifications. It considered that the former teachers colleges have been significantly disadvantaged in comparison with other colleges of advanced education in the provision of staff development leave and that they need a period of time - at least five years - to catch up.

7.10 The submissions reveal the variety in the terms and conditions of employment of teaching staff and their opportunities for study leave or staff development leave. In many colleges the concept is a relatively new one and few staff have as yet been able to make use of leave opportunities. In some States, the terms of employment are determined by the relevant State authority. In one State, staff development leave is a right established by award. There is, however, a common thread in many submissions proposing that staff development leave should be regarded as a right of all teaching staff.

7.11 *Costs of staff development leave.* FSAACAE referred in its submission to the costs of staff development leave. The Federation identified the costs as being limited to the travel allowances paid to staff taking leave and the cost of any replacement staff; no mention was made of salaries of staff on leave. Responses to a questionnaire distributed by the Federation in 1976 indicate that the budgetary allocations of the colleges included in the sample constituted only a small percentage of recurrent grants (an average of 0.4 per cent for the colleges in the sample). It was, however, not clear what costs were included in the staff development budgets referred to by the Federation.

7.12 Concern was expressed in submissions about financial loss to staff participating in staff development programs and some made the claim that adequate provision in the way of travel grants and allowances should be made to ensure that financial loss is not incurred by individuals. FSAACAE considered that staff on leave away from their normal place of residence should receive allowances at a level equivalent to those paid to officers of the Australian Public Service.

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(1) Commission on Advanced Education Fourth Report 1976-78 (Australian Government Publishing Service, Canberra, 1975) p. 50.

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7.13 The FSAACAE submission also pointed out that under the present taxation system the travel assistance grant paid by colleges in respect of dependants is taxable and that travelling and other expenses incurred in relation to dependants accompanying staff on leave are not tax deductible. The Federation urged that any recommendations to the Government on staff development leave should include support for the proposals of the Taxation Review Committee (Asprey Committee) on this matter (a similar argument was put forward by FAUSA in relation to university study leave grants; details of the Asprey Committee's proposal are set out in paragraph 4.11).

OTHER VIEWS

7.14 Many of the criticisms mentioned in paragraphs 4.14 to 4.17 have been raised in relation to colleges as much as to universities. In particular, some additional attention has been directed to the number of college staff who appear to be on staff development leave for periods extending in some cases to two and three years to enable staff to obtain higher degree qualifications.

7.15 *Comparative data.* Comparisons with other institutions both in Australia and overseas were explored but in the absence of closely similar institutions elsewhere it is not easy to draw useful conclusions. Since colleges are not strongly oriented toward research the CSIRO is not necessarily relevant and perhaps a better parallel would be with some branches of the Commonwealth and State Public Services. In these, the concept of staff development is strongly supported but in practice it usually takes the form of training internal to the service together with release for, say, 5 hours per week for part-time study and some limited opportunities for full-time study through various scholarship schemes.

7.16 In the business and commercial sector staff training is also regarded as highly important, but few organisations are able to provide opportunities for staff to be released full-time for further study.

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CHAPTER EIGHT : THE WORKING PARTY'S VIEWS

8.1 In examining the existing staff development schemes in colleges of advanced education the Working Party has proceeded in much the same way as it approached its consideration of study leave schemes in universities. It has been concerned to identify the needs of colleges which have been served by staff development schemes, to assess such schemes in relation to those needs and to put forward proposals which it believes would be better suited to the contemporary requirements of the colleges.

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8.2 *Basic institutional needs.* As noted in paragraph 6.18 the major use to which staff development leave schemes have been put is study for the improvement of formal qualifications. Other activities which have been prominent are research, visits to other institutions and work in business and industry. On the evidence available to it, the Working Party is convinced that staff development schemes have played an important part in maintaining a high academic standard in colleges of advanced education. Many members of staff have been able to improve their formal qualifications, worthwhile research has been undertaken and, to a lesser extent, a useful contact has been established between industry and commerce on the one hand and the colleges on the other. The Working Party believes, therefore, that there should continue to be provision of opportunities for college staff to be released from teaching duties in order to undertake activities of benefit to their institutions.

8.3 The Working Party accepts that the development of an alternative form of tertiary education in Australia has required that the institutions providing advanced education courses adapt quickly to new teaching demands. The colleges have grown out of a wide variety of institutions ranging from small single-discipline colleges, such as agricultural colleges, to large multi-disciplinary institutions already offering tertiary courses. Some colleges were originally private institutions and others originated within State education systems. New colleges have been established, often in areas where staff are isolated from professional life and there is little possibility of maintaining contact with their area of study. These changes have placed demands, often unforeseen, on college staff and it can be readily understood that a considerable number of staff have sought to improve their formal qualifications.

8.4 However, the situation of colleges has undergone some transformation in recent years - the number of staff still needing to improve their formal qualifications is much reduced, newly recruited staff now generally hold higher formal qualifications when appointed since the growth of tertiary education is now much less and competition for all posts is keener. In this regard, statistics included in the submission of the Conference of Principals of Colleges of Advanced Education show that the proportion of staff, in a sample of colleges, using their leave for improving qualifications has diminished over the period 1970 to 1976.

8.5 The Working Party therefore believes that a change in emphasis or a change in priorities within the general objectives of staff development is now appropriate. In the Working Party's view much less emphasis should be placed on the improving of formal qualifications. In some cases the returns from higher degree study may be slight, particularly if staff are seeking qualifications designed to prepare them for careers in academic research rather than to develop their professional capacity as a member of college teaching staff. Staff seeking higher qualifications may in fact be well fitted to perform the duties required of them without such qualifications and their value to their employing institution may be more greatly enhanced by other forms of staff development.

8.6 The Working Party considers that, when staff are released from teaching duties for development purposes, more emphasis should be placed on activities which could provide more immediate benefits to their institutions. Activities which are likely to be of direct benefit to colleges and their students include:

- refreshing of vocational and professional knowledge by attending appropriate short courses - not usually for the purposes of acquiring a higher qualification - or by participating with others in similar situations;
- maintenance of contact with industry by working in factories or other industrial establishments, by conducting research projects of mutual benefit in conjunction with industry, by participating in the workplace be it a school classroom, government office or a library, depending on the professional skill or discipline involved;
- maintenance of contact with other colleges or universities both in Australia and overseas.

The Working Party wishes to encourage teaching staff in colleges of advanced education to make greater use of periods of release from teaching to participate in activities of this nature with a view to maintaining the highest possible quality of teaching.

8.7 There may, of course, be some occasions in which it will be of benefit for institutions for individual members to be granted full-time release from teaching duties for the purpose of improving formal qualifications. However, release from teaching for this purpose should only be provided on a limited basis and should be considered separately from release from teaching duties for other purposes.

8.8 In considering the arrangements which might be appropriate to provide for the activities outlined above, the Working Party noted that the detailed provisions of staff development leave schemes, which in many cases followed closely university study leave schemes, have been subject to the same influences which led it to recommend modifications to university schemes (paragraphs 5.7 to 5.12 refer). It believes, therefore, that a revision of staff development leave schemes must be undertaken to ensure the most effective use of resources available for the important purposes which it has identified.

The Working Party recommends:

(6) that existing staff development leave schemes in colleges of advanced education be revised to enable more effective use of resources in a way which:

- (a) makes provision for members of the teaching staff of colleges, chosen on the basis of proposals submitted, to be released periodically from teaching duties in order to:
    - (i) maintain and improve their professional and vocational knowledge; and
    - (ii) obtain practical experience in the workplace for which they are preparing students;

  and

- (b) makes provision for a limited number of members of the teaching staff of colleges of advanced education to obtain full-time release from teaching duties for the purpose of improving their formal qualifications.

PROPOSALS FOR CHANGE

8.9 Individual colleges of advanced education have primary responsibility for the administration of arrangements which provide their staff with opportunities for release from teaching duties to undertake activities of benefit to their institution. In most States, the advanced education co-ordinating authority plays an important role by setting down broad guidelines on staff development leave within which each college has freedom to determine schemes with detailed provisions appropriate to its own needs. The precise role of the advanced education authority differs from State to State and the position in each State is described in *Appendix F*.

8.10 While the Working Party recognises the importance attached by colleges to their independence in such matters it is concerned to see that the State advanced education authorities continue to play a significant role, both in the process of revising the existing schemes in terms of the present recommendations and in overseeing the new programs proposed.

8.11 The essence of the Working Party's approach is that the arrangements which colleges adopt to provide for release from teaching duties should closely relate to the needs identified in Recommendation (6) and should represent an effective use of resources. It envisages that such release would be granted primarily for activities related to the maintenance of professional and vocational knowledge and that participants would be chosen on a merit basis. Where possible these activities would be carried out in Australia; college provisions should not encourage extended periods of overseas travel. Release from teaching duties for the purpose of improving formal qualifications should be provided for under separate arrangements.

The Working Party therefore recommends:

(7) that colleges of advanced education, in conjunction with State advanced education co-ordinating authorities, make the revisions proposed in Recommendation (6) in accordance with the following requirements:

8.12 *Nomenclature*. The Working Party is aware that the title "staff development leave" has been adopted by many colleges of advanced education but is concerned that use of the term "leave" may create false impressions in the minds both of the staff and of the public at large. It has noted a considerable number of comments on staff development leave which imply that it is being granted primarily for recreational purposes and would like to dispel such implications. Some institutions use the term "study leave", but it too suffers from the same kind of misunderstandings. The FSAACAE submission also expressed dissatisfaction with such use of the word "leave". In view of these problems, and the Working Party's intention of giving greater emphasis to involvement of college staff with industry and commerce during periods of release from teaching, there are good reasons for changing the term used to describe such arrangements.

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The Working Party therefore recommends that:

(7) (a) use of the terms "staff development leave" and "study leave" be discontinued.

PROFESSIONAL EXPERIENCE PROGRAMS

8.13 *Professional experience programs*. Colleges of advanced education in each State should establish, within guidelines determined by the advanced education co-ordinating authority, arrangements which provide opportunities for teaching staff to be released from their normal duties for the purposes set out in Recommendation 6(a) (i) and (ii). Under these arrangements institutions should order their teaching timetable in such a way that staff may, periodically, obtain release to carry out approved activities which will enable them to maintain up-to-date professional and vocational knowledge and to obtain practical experience in the workplace for which they are preparing students. The activities will vary from college to college. In some cases staff may be able to work by arrangement with local firms or government instrumentalities, in others staff may be engaged jointly with colleagues in other institutions in solving problems or investigating new techniques and facilities.

8.14 The purposes identified by the Working Party for which release from teaching duties should be granted to college teaching staff are closely related to the primary role of colleges of advanced education - professional and vocational preparation. The Working Party believes that this should be reflected in the name given to the arrangements proposed and suggests that they be known as "professional experience programs".

8.15 Release from teaching duties under professional experience programs should not be regarded in any sense as leave; rather, it is a part of the normal range of duties expected of staff if they are to be properly effective as members of the teaching staff.

The Working Party therefore recommends that:

(7) (b) arrangements, which might be known as professional experience programs, be established by each college to enable staff to be released periodically from teaching duties for the purposes set out in Recommendation (6)(a) (i) and (ii).

8.16 The Working Party envisages that activities undertaken within the auspices of professional experience programs would normally be carried out in Australia. The arrangements which the Working Party considers should apply if college staff wish to work overseas are set out in paragraph 8.27 to 8.33.

8.17 *Resources*. In paragraph 6.30 the Working Party noted that, for all colleges of advanced education, the apparent indirect costs (salaries and on-costs of staff taking staff development leave) of the system of staff development leave in 1975 were approximately $7.5 million. The commitment of staff resources in that year amounted to 5.1 per cent of available man-years of teaching staff of the grade of lecturer and above and approximately 5.2 per cent of available teaching man-weeks of staff of the grade of lecturer and above. Although these figures provide some guide to the level of resources devoted to staff development leave, the necessary information, particularly in relation to the cost of staff replacements, has not been available in sufficiently detailed form to enable a completely reliable assessment to be made. The growth in staff numbers and the rapid development which has taken place in some areas together with the relatively recent transfer of a number of institutions into the advanced education sector makes it very difficult, if not impossible, to obtain a clear picture of any trend in resource allocation.

8.18 However, the Working Party believes that opportunities for staff development leave have been broadly comparable with opportunities for study leave in the university sector. It further believes that there should continue to be substantial similarity in the opportunities for release from teaching in colleges and universities, although the objects to be achieved in such release will be different. In the advanced education sector it proposes to make separate provision to enable some staff to improve formal qualifications and therefore proposes a somewhat lower level of resources to be provided for the purposes set out in Recommendation (6)(a) (i) and (ii). The Working Party has commented in paragraph 5.22 on the nature of the measures which it believes should be used in determining the level of resources devoted to these activities.

The Working Party recommends that:

(7) (c) the total amount of release from teaching duties granted to the teaching staff of any college in aggregate, in each year, under the professional experience program be not greater than five per cent of available teaching man-weeks of staff of the grade of lecturer and above;

8.19 *Basis of release from teaching duties*. The FSAACAE submission expressed the view that "participation in staff development programs should be both a right of academic staff as well as an obligation". The Working Party accepts that the staff of colleges of advanced education have an obligation to maintain satisfactory professional standards and would expect that staff would be encouraged to participate in teaching release schemes. However, it holds strongly to the view that such release should not be a right and should not be granted automatically to staff after they have completed a requisite period of service. The opportunity for release from teaching duties under a professional experience program should be available to any member of the teaching staff of a college on the basis of the quality of the case presented for such release. The needs of the institution should be the major factor in determining whether a staff member should be granted release from teaching duties in a particular case.

The Working Party recommends that:

(7) (d) the granting of release from teaching duties to a member of teaching staff by a college under a professional experience program be not an entitlement but based on the needs of the institution and the capacity of the staff member to make effective use of such an opportunity;

8.20 The Working Party would expect that each college would establish arrangements under which proposals by teaching staff for release from duties under the professional experience program could be considered.

8.21 *Periodicity of release.* The Working Party considered the question of the duration and frequency of release periods which should be available to college teaching staff for the purpose of maintaining and improving professional and vocational knowledge.

8.22 The Working Party believes that the concept of teaching release for staff to gain professional experience carries with it an expectation that staff will be absent for shorter periods than the traditional twelve months of study leave schemes. Attention has been drawn elsewhere to many changes in world conditions since the idea of twelve months absence was first developed. In the opinion of the Working Party modern technology is advancing so rapidly that teaching staff in many areas may need to be released more frequently for shorter periods if they are to retain their effectiveness as staff members. However, situations will vary from college to college as well as from discipline to discipline and individual to individual. For this reason the Working Party believes it appropriate only to place an upper limit on the absence from teaching of any individual member of staff, provided the total release for the staff in aggregate each year remains within the ceiling set in Recommendation (7)(c). The Working Party proposes that the amount of release granted to an individual member of the teaching staff of a college should be no greater than thirteen teaching weeks in any three year period.

8.23 In fixing this period the Working Party is aware that college teaching staff will also have available vacation periods for activities related to maintaining professional and vocational knowledge. Staff members seeking release from teaching duties during term time will be able to combine such release periods with vacations. The Working Party sees this as an appropriately flexible arrangement which will enable members of staff, with approval, to adjust their commitments to the needs at the time of the institution. The combination of the proposed limits on the aggregate teaching weeks of release each year and the maximum release in any three year period for an individual member of staff should enable colleges to achieve a suitable balance between the needs of the students and staff.

8.24 The Working Party accepts that sometimes circumstances may arise which make it desirable for a staff member to be released from teaching duties for more than thirteen teaching weeks in a three year period and considers that colleges should be in a position to grant such release. However, extended periods of release require special justification and should be granted only after the staff member concerned has submitted a detailed proposal outlining the specific project to be undertaken and the necessity for release in excess of thirteen teaching weeks.

The Working Party recommends that:

(7) (e) unless there are exceptional circumstances, the total release from teaching duties granted to an individual member of the teaching staff of a college under the professional experience program be not more than thirteen teaching weeks in any three year period;

8.25 *Activities during release period.* In paragraphs 8.6 and 8.13, the Working Party identified certain activities which it believes would enable the teaching staff of colleges to develop their professional and vocational knowledge and practical experience of the workplace for which they are preparing students. It recognises, however, that there may well be some problem in determining whether or not particular proposals for release from teaching are appropriate to a professional experience program. Activities, other than those identified, for which colleges may wish to grant release periods could include teaching at other institutions whether in Australia or overseas, investigating the design of new courses or attendance at conferences or seminars.

8.26 The Working Party wishes to leave considerable freedom in detailed arrangements in the hands of the colleges. It considers, however, that there should be consistency in the granting of periods of release from teaching for all such activities and proposes that any release for these purposes should be regarded as part of the professional experience program.

The Working Party recommends that:

(7) (f) any release from normal teaching duties (including release for short periods for activities such as visiting other

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institutions, investigating the design of new courses and attendance at conferences) be regarded as release under the professional experience program;

OVERSEAS ACTIVITIES

8.27 Most of the time spent on extending professional experience while released from teaching is likely to be spent in Australia - often in situations near to a college where there are likely to be the best prospects of developing valuable relations. There will, however, be many occasions when it will be of benefit to an institution for members of the teaching staff to work overseas for varying periods to extend their professional experience.

8.28 The Working Party believes that the resources available for overseas travel purposes would be used most effectively if college staff wishing to work overseas were to compete for travel assistance grants on the basis of specifically identified projects or needs and has developed its proposals with this in mind.

8.29 The Working Party proposes that responsibility for the allocation of travel assistance grants should remain with individual colleges of advanced education. Members of teaching staff wishing to work overseas should gain approval first for release from teaching under a professional experience program and then have the opportunity to place proposals for work overseas before an appropriately constituted body within each college for consideration on their merits. Some form of peer review machinery among members of the teaching staff in each college might be a useful element in determining the allocation of travel grants.

The Working Party recommends that:

(7) (g) arrangements be established under which financial assistance for travel purposes may be made available to members of the teaching staff of colleges who establish a specific case to work overseas on approved activities while released from teaching duties under a professional experience program;

8.30 *Duration of overseas absences.* The Working Party has already stated its views on the diminishing need for staff to be absent from their regular teaching duties for long periods. This applies with equal strength to absences overseas, but it should be recognised that by combining vacation periods with periods of release from teaching it is possible for a member of staff to have a period of some six months available for a particular project under a professional

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experience program. Such an opportunity should be sufficient in the view of the Working Party for all but the most exceptional situations. Travelling time is now no more than a few hours to any part of the world and the arrangements proposed should enable a college to make appropriate arrangements for members of staff to gain experience overseas on a satisfactory basis.

The Working Party recommends that:

(7) (h) unless there are exceptional circumstances, any period of absence overseas from a college be not greater than six months.

8.31 *Financial provision for overseas travel.* It was noted in paragraph 6.28 that expenditure by colleges of advanced education on travel assistance grants in 1975 was $500,000. The Working Party considers that there should be a limit on the total amount of funds available for this purpose in the future. However, because of the great diversity of size, interests and experience among the colleges and because of the absence of detailed information on overseas travel by college staff and the level of resources devoted to it over a period of years, the Working Party has found difficulty in assessing the appropriate level of funding which might be identified for overseas travel purposes in the advanced education sector. It sees this as a matter which might properly be considered by the Advanced Education Council together with the State advanced education co-ordinating authorities in the light of available resources and the established needs of the various institutions. The Working Party believes that the proportion of resources to be provided for this purpose may vary from one college to another but in the absence of adequate information it hesitates to make such a recommendation.

8.32 The other important aspect of the question of financial provision for overseas travel is the level of overseas travel grants which may be made available to individual members of staff. At present, arrangements for the provision of travel assistance grants vary widely between institutions and there is a need for greater consistency in approach. The Working Party believes that the precise level and form of travel assistance should be determined either by each college or by the relevant State authority within the arrangements agreed with the Advanced Education Council.

8.33 In considering the level and form of travel assistance grants which should be available to academic staff in the university sector, the Working Party commented, in paragraphs 5.36 and 5.37, on the frequency with which such grants could be made available and the circumstances in which grants should be made in respect of dependants. The Working Party considers that these comments are equally applicable to the teaching staff of colleges of advanced education and recommends that the Advanced Education Council and State advanced education authorities should incorporate these principles in arrangements determined for travel assistance grants.

The Working Party recommends:

(8) that State advanced education co-ordinating authorities and the Advanced Education Council consider appropriate arrangements for determining:

   (a) the total amount of funds available for travel assistance grants to teaching staff of colleges in each year; and

   (b) the level and form of travel assistance grants which may be made available to members of the teaching staff of colleges, subject to the proviso that any such procedures provide that grants may be made in respect of dependants only in those exceptional cases where the staff member's period of absence is greater than six months.

REPORTING AND ACCOUNTABILITY

8.34 The Working Party is concerned at the level of public understanding of the existing staff development programs. Many misunderstandings and misconceptions exist. In order to demonstrate clearly their responsibility in this area it is important for colleges to furnish publicly information and reports on the activities being pursued in the proposed professional experience programs. In addition, the Working Party considers it desirable that colleges should provide statistical information on the operation of their professional experience programs annually to the relevant State advanced education co-ordinating authority and to the Tertiary Education Commission so that the effectiveness of the programs may be assessed and, if necessary, the basis of funding revised.

8.35 It is also important that staff participating in professional experience programs be required to submit reports of their activities from the point of view of assessing both the use which is made of such opportunities and evaluation of the operation of professional experience programs as a whole. Most colleges have some form of reporting requirement and, although no specific collection of past staff development leave reports was made for the purposes of this enquiry, a number of reports of a high standard were forwarded to the Commission by individuals. The Working Party proposes that all individuals completing periods of release under professional experience programs be required to submit reports. The nature of the reports will vary depending on the length of release granted, but should be of a kind which will enable colleges to fulfil the requirements of accountability in relation to professional experience programs.

The Working Party recommends:

(9) that each college:

(a) publish information annually on the operation of the professional experience program, including data on grants made for overseas travel purposes, and provide such other statistical data on the program to the State advanced education co-ordinating authority and the Tertiary Education Commission as is determined by the Commission; and

(b) require members of the teaching staff obtaining release from teaching duties under the professional experience program to submit such reports as would enable the college to fulfil effectively the requirement in (a).

IMPROVEMENT OF FORMAL QUALIFICATIONS

8.36 The Working Party recognises that there may be a need for some staff in colleges to improve their formal qualifications, but does not consider that this should be provided for under professional experience programs. It considers that professional experience programs should be devoted to activities which are intended primarily to meet the needs of employing institutions and the students of these institutions rather than the needs of staff for personal development. It is, however, aware that staff may wish to undertake various forms of personal development, and that there may be some staff in the advanced education system who feel themselves disadvantaged by lack of higher academic qualifications. The Working Party considers that two avenues should be made available to people who wish to improve their formal qualifications. These are part-time release from teaching duties and a scholarship scheme.

8.37 *Part-time release from teaching duties.* Two States, Victoria and Western Australia, have indicated that they have successful part-time leave programs for staff who are improving their qualifications. In the Working Party's view more consideration should be given by other States to the use of part-time leave for this and other staff development purposes. The conditions of release should be such as to ensure that the needs of the employing institution in terms of teaching commitments are met, i.e. a limited amount of time might be allowed for study per week, in a manner with that frequently adopted in public service and other avenues of employment. The Commonwealth Public Service scheme allows staff to take time off for study purposes for up to five hours per week without loss of pay. Courses undertaken by staff who take leave under these conditions must be in areas that will improve the staff member's capacity to perform his job.

8.38 An alternative form of part-time release would be to allow staff to take lighter teaching loads at reduced pay. This form of release would operate most satisfactorily in a situation where staff are, for example, in a position to work for another organisation and to receive payment for this work. Part-time leave need not be restricted to purposes such as improving qualifications. It can also be used for other purposes and is ideally suited to staff who may not be able for a variety of reasons to have full-time release from teaching duties under a professional experience program.

8.39 *Scholarship scheme*. The Working Party considers that full-time release from teaching duties for improving formal qualifications should be dealt with quite separately from the professional experience programs and should be provided by a suitable scholarship scheme. A limited number of such scholarships should be made available annually to enable staff with the necessary background and capacity to pursue a course of study or research full-time for a year in much the same way as scholarships are provided in small numbers within the Commonwealth Public Service.

8.40 As the scheme is designed to provide better qualified staff for the advanced education sector, scholarships should be open on a competitive basis to all teaching staff. The Working Party envisages that scholarships would normally be granted to the more junior members of staff but would not wish to see any limitation placed on the grades of staff eligible to apply. The total number of scholarships available throughout Australia should be limited to forty per year.

8.41 The scholarship scheme should be administered by the State advanced education co-ordinating authorities. The Working Party sees a need for the scholarship scheme at the present time, and perhaps for some years to come, but expects that this need will diminish as more staff already holding higher qualifications are recruited into the advanced education system. It considers that the scholarship scheme should be reviewed after three years with a view to phasing it out or reducing the number of scholarships available.

8.42 The Working Party would not wish to confine study under the scholarship scheme to Australian institutions, but, where possible, study should be undertaken in Australia. It is recognised, however, that Australian institutions do not provide appropriate courses in some disciplines and it would be beneficial to the advanced education system as a whole if some staff obtained further qualifications overseas.

The Working Party recommends:

(10) that arrangements be established to provide opportunities for members of the teaching staff to improve their formal qualifications through:

(a) a system of part-time release from teaching duties to be administered by individual colleges; and

(b) a scholarship scheme, providing for full-time release for one year from teaching duties, to be administered by the advanced education co-ordinating authority in each State, in which the total number of scholarships available is not to exceed forty per year throughout Australia.

(11) that the scholarship scheme be reviewed by the Tertiary Education Commission after three years.

8.43 *Accountability*. In the same way that information and reports are required on the operation of the professional experience programs, the Working Party believes that it will be necessary for the effectiveness of the proposed scholarship scheme to be monitored. To this end it proposes that the State advanced education co-ordinating authorities, which will be responsible for the administration of the scheme, should obtain appropriate information from individual colleges and staff in order to report to the Tertiary Education Commission.

The Working Party recommends:

(12) that State advanced education co-ordinating authorities provide such statistical data on the operation of the scholarship scheme to the Tertiary Education Commission as is determined by the Commission.

OTHER MATTERS

8.44 *Terms of appointment*. Some colleges of advanced education, notably those in Western Australia, include provision for staff development leave in their terms of appointment. In that State, staff development leave is incorporated into the industrial awards of staff. The Working Party considers it desirable that, where possible, any reference to opportunities for release from teaching duties in terms of appointment of college teaching staff should be in accordance with the proposals which it has set out in preceding paragraphs.

The Working Party recommends:

(13) that each college of advanced education, and State advanced education co-ordinating authority as appropriate:

(a) examine terms of appointment of existing teaching staff, insofar as they relate to staff development leave, with a view to accommodating the proposals contained in Recommendation (7) (a) to (h); and

(b) base relevant terms of appointment of new teaching staff on the proposals contained in Recommendation (7) (a) to (h).

8.45 *Non-teaching staff. Table 6.1* shows that certain categories of non-teaching staff are eligible for staff development leave (or equivalent) privileges under existing arrangements in colleges. In view of its belief that professional experience programs should be directed towards improving the quality of teaching in colleges, the Working Party sees no case for the participation of non-teaching staff in those programs. Where there is a need for a member of the non-teaching staff to be absent from an institution to undertake work on its behalf, either in Australia or overseas, each institution should make such arrangements as it deems necessary and appropriate. Such absences, however, should generally not be in excess of 2 to 3 months duration.

The Working Party recommends:

(14) that participation in professional experience programs and the scholarship scheme be limited to members of the teaching staff of colleges.

PART IV - SUMMARY

CHAPTER NINE : SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

GENERAL

9.1 In accordance with the terms of reference, the Working Party examined the system of study leave in universities and the system of staff development leave in colleges of advanced education. In forming its views, the Working Party had regard to statistical information obtained from the institutions, submissions from interested parties and information on similar practices in overseas institutions and other fields of Australian employment. The position in universities and colleges of advanced education was examined separately because of the differences between them - the emphasis being primarily on research in universities and the emphasis in colleges being primarily on professional and vocational preparation.

9.2 The Working Party concluded that over the years the system of study leave had been an important factor in helping Australian universities to overcome problems associated with their isolation from the centres of learning in Europe and North America and had enabled Australian scholars to establish a presence in the international community of scholarship out of proportion to Australia's relatively small population. Similarly, the Working Party concluded that staff development leave schemes in colleges of advanced education have been important in meeting particular needs of the developing college system. While it appeared that some academic staff have taken unreasonable advantage of study leave and staff development leave arrangements, the Working Party had no evidence of widespread misuse of such opportunities and considered that the schemes had brought many benefits to the institutions and to the community.

9.3 Nevertheless, the Working Party regards present study leave and staff development leave schemes as being in need of revision if they are to adapt to the contemporary circumstances of Australian universities and colleges of advanced education. In view of the changes both in the university system and in Australia generally which have taken place in the last thirty years - including reduction in the isolation of Australia through better means of travel and communication, expansion of opportunities for research within Australia and the more rapid dissemination of knowledge - existing university study leave schemes, with their emphasis on extended absences overseas, are outdated and do not represent the most effective use of available resources. In the case of staff development leave in colleges there is a need for a re-ordering of priorities within the schemes away from activities relating to personal development of staff towards activities likely to be of more direct benefit to the teaching programs of the institutions.

9.4 The Working Party considers that there are two basic institutional requirements served by the system of study leave which have continuing importance:

- the need for members of academic staff to have the opportunity periodically to carry out sustained research or scholarly activity free from teaching and routine administrative duties; and
- the need for some members of academic staff to work overseas in order to keep abreast of developments or to utilise research facilities or resource material not available in Australia.

These needs must be met if Australian universities are to fulfil the role expected of them within the international community of scholarship, to expand the frontiers of knowledge and to bring to Australia knowledge of world developments in diverse fields of intellectual endeavour.

9.5 Although it is a matter for each university to determine the details of its own arrangements and although the question of variation to study leave schemes may pose contractual problems, the Working Party considers that universities should undertake a revision of their schemes with a view to adopting provisions which closely relate to the institutional requirements set out above. Use of the terms 'sabbatical leave' or ' study leave' should be discontinued as they are misleading and tend to create a false impression in the minds of both academic staff and the community at large. Universities should introduce arrangements, which might be known as special studies programs, under which academic staff, chosen on the basis of proposed research or scholarly work, have the opportunity of being released from teaching duties in order to undertake sustained research. It is expected that much of this research activity would be conducted in Australia.

9.6 The granting of release from teaching duties should not be regarded as a right or entitlement which accrues to individuals after a specified period of service as has been generally the case under study leave schemes. The resources available for this purpose will be used most effectively if release is granted in response to specific proposals submitted by an academic staff member, assessed on the criteria of the needs of the institution and the capacity of the staff member to make effective use of such opportunity, regard being had to the particular work in which the staff member proposes to engage.

9.7 Those academic staff members, released from teaching duties under special studies programs, who establish a need to work overseas on research or other scholarly pursuits should be able to apply for travel assistance grants within each institution.

9.8 The Working Party proposes that all release from normal teaching duties, whether for research or other scholarly pursuits, be regarded as release under special studies programs and that an upper limit be placed on the total number of teaching man-weeks of release available to the academic staff in aggregate each year in each university. Within this, the Working Party proposes that a limit be placed on the number of teaching weeks for which an individual staff member may be released.

9.9 In relation to those members of academic staff employed within the university system engaged only to conduct research, the majority of whom are within the Institute of Advanced Studies of the Australian National University, there is no need for the kind of release proposed for teaching staff. Such research-only staff should, however, have the opportunity of release from normal duties in order to carry out other approved scholarly activities, whether in Australia or overseas.

9.10 The Working Party considered that study leave schemes have placed too much emphasis on the taking of leave overseas and therefore proposes limitations on the amount of funds available for travel assistance grants for academic staff members and on the duration of absences overseas, with a view to encouraging universities to make travel grants available only to those staff members with an established need to work abroad.

9.11 Details of the arrangements proposed by the Working Party are set out in the recommendations which follow. The Working Party considered that there were inadequacies in the arrangements adopted by universities to monitor and control their study leave schemes and has included in its recommendations proposals which it believes will achieve a higher level of accountability in special studies programs.

RECOMMENDATIONS

The Working Party recommends:

(1) that universities revise their existing arrangements for study leave to take account of the changes in the Australian academic situation which have occurred in the past thirty years in a way which makes appropriate provision for the following institutional needs:

   (a) the need for members of academic staff chosen on the basis of proposals for research or scholarly work, to have the opportunity periodically to carry out sustained research or scholarly activity free from teaching and routine administrative duties; and

(b) the need for some members of academic staff to work overseas in order to keep abreast of developments or to use research facilities or resource materials not available in Australia.

(2) that each university make the revisions proposed in Recommendation (1) in accordance with the following requirements:

(a) use of the term 'sabbatical leave' or 'study leave' be discontinued;

(b) arrangements, which might be known as a special studies program, be established to provide an opportunity for some members of academic staff to undertake a period of sustained research or scholarship, from time to time, by their being released from teaching and administrative duties;

(c) the total amount of release from teaching duties granted to the academic staff in aggregate in each year under the special studies programs be not greater than seven per cent of available man-weeks of teaching time of staff of the grade of lecturer and above;

(d) the granting of release from teaching and administrative duties to an academic staff member for research purposes under the special studies program be not an entitlement but be based on the needs of the institution and the capacity of the staff member to make effective use of such an opportunity;

(e) unless there are exceptional circumstances, the total release from teaching and administrative duties granted to an individual academic staff member under the special studies program be not more than thirteen teaching weeks in any three year period;

(f) any release from teaching and administrative duties for scholarly purposes (e.g. for the improvement of teaching or to attend a conference) be regarded as release under the special studies program;

(g) arrangements be established under which financial assistance for travel purposes may be made available to members of academic staff who establish a specific case to work overseas on approved research or other approved activities while released from teaching and administrative duties under the special studies program;

5

(h) total annual expenditure on overseas travel assistance grants to members of academic staff be not greater than 0.5 per cent of the total cost of academic salaries;

(i) unless there are exceptional circumstances, any period of absence overseas from the university be not greater than six months;

(j) the level and form of travel assistance grants be determined by the university, subject to the proviso that grants may be made in respect of dependants only in those exceptional cases where the staff member's period of absence is greater than six months;

(k) academic staff obtaining release from teaching duties under the special studies program be required to submit such reports as would enable the university to fulfil effectively the requirement in Recommendation (3) below.

(3) that each university publish information annually on the operation of the special studies program, including data on grants made for overseas travel purposes, and provide such other statistical data on the program to the Tertiary Education Commission as is determined by the Commission.

(4) that each university:

(a) examine terms of appointment of existing academic staff, insofar as they relate to study leave, with a view to accommodating the proposals contained in Recommendation (2) (a) to (k); and

(b) base relevant terms of appointment of new academic staff on the proposals contained in Recommendation (2) (a) to (k).

(5) that participation in special studies programs be limited to members of the teaching and research staff.

STAFF DEVELOPMENT LEAVE SCHEMES IN COLLEGES OF ADVANCED EDUCATION

9.12 The Working Party recognises the importance to both the institution and to the individual of members of the teaching staff of colleges of advanced education being released from teaching duties periodically in order to carry out activities of benefit to their institutions. However, more than half the leave granted under staff development leave schemes at present is devoted to the improvement of academic qualifications, with the remainder distributed between activities such as research, work in industrial or professional establishments, visits to other institutions and design of new courses. The Working Party considers that, since advanced education is now firmly established, the emphasis on improvement of formal qualifications is less necessary than it has been formerly and proposes that there should be a re-ordering of priorities to encourage participation in activities which will be of more direct benefit to institutions and students. In view of the special role of colleges of advanced education in professional and vocational preparation, the principal purposes for which teaching staff should be released are:

- to maintain and improve their professional and vocational knowledge; and
- to obtain practical experience in the workplace for which they are preparing students.

Release from teaching duties for the purpose of improving formal qualifications, which relates principally to the personal development of staff members, should be permitted on a limited scale only and separately from the forms of release described above (paragraph 9.17 refers).

9.13 The Working Party considers that colleges of advanced education, in conjunction with State advanced education co-ordinating authorities, should undertake a revision of their staff development leave schemes with a view to adopting provisions based as closely as possible on the purposes outlined above. Use of the term "staff development leave" should be discontinued and the granting of periods of release from teaching duties for the purpose of maintaining professional and vocational knowledge should be through arrangements which might be known as professional experience programs. State advanced education co-ordinating authorities should be invited to draw up guidelines for the operation of professional experience programs in each State in conformity with the proposals of the Working Party; detailed administration of the programs should rest with individual colleges.

9.14 The granting of release from teaching duties for the purpose of maintaining professional or vocational knowledge should not be regarded as a right or entitlement. The resources available for the purpose will be used to greatest effect if release is granted only in response to specific proposals submitted by members of teaching staff and assessed on the criteria of the needs of the institution and the capacity of the staff member to make effective use of such an opportunity, regard being had to the particular work in which the staff member proposes to engage. Members of teaching staff of colleges obtaining such release should normally spend their period of release in Australia.

9.15 The Working Party proposes that all release from normal teaching duties, whether for maintaining professional and vocational knowledge or for undertaking other activities such as attendance at conferences, be regarded as release under professional experience programs. In addition the Working Party has proposed an upper limit on the total amount of teaching man-weeks of release which each institution may grant to the teaching staff in aggregate in each year and a limit on the number of teaching weeks of release which may be granted to an individual staff member.

9.16 There may be occasions where it will be of benefit to an institution for the staff member obtaining release under a professional experience program to work overseas. Staff members wishing to obtain travel assistance grants for overseas work should be able to apply for grants from funds available for this purpose. There is a need for a limitation on the level of funds to be available in colleges for such grants and for some consistency of principles applying to the level of grants to individuals.

9.17 The Working Party considered that the provision of opportunities for the staff of colleges of advanced education to improve formal qualifications should generally be by means of part-time release from teaching duties and proposes that arrangements be established for such release by individual colleges. The Working Party accepts that in certain cases the college system may benefit from the granting of full-time release to staff for the purpose of improving formal qualifications and proposes that a limited number of scholarships be made available for this purpose each year under a scholarship scheme to be administered by State advanced education co-ordinating authorities.

9.18 Details of the arrangements proposed by the Working Party are set out in the recommendations which follow. The Working Party also considered that there was much room for improvement in administrative arrangements adopted to control staff development leave schemes in colleges and has included in its recommendations proposals which it believes will achieve a higher level of accountability in professional experience programs and the scholarship scheme.

RECOMMENDATIONS

The Working Party recommends:

(6) that existing staff development leave schemes in colleges of advanced education be revised to enable more effective use of resources in a way which:

(a) makes provision for members of the teaching staff of colleges, chosen on the basis of proposals submitted, to be released periodically from teaching duties in order to:

(i) maintain and improve their professional and vocational knowledge; and

(ii) obtain practical experience in the workplace for which they are preparing students;

and

(b) makes provision for a limited number of members of the teaching staff of colleges of advanced education to obtain full-time release from teaching duties for the purpose of improving their formal qualifications.

(7) that colleges of advanced education, in conjunction with State advanced education co-ordinating authorities, make the revisions proposed in Recommendation (6) in accordance with the following requirements:

(a) use of the terms 'staff development leave' and 'study leave' be discontinued;

(b) arrangements, which might be known as professional experience programs, be established by each college to enable staff to be released periodically from teaching duties for the purposes set out in Recommendation 6(a)(i) and (ii);

(c) the total amount of release from teaching duties granted to the teaching staff of any college in aggregate, in each year, under the professional experience program be not greater than five per cent of available teaching man-weeks of staff of the grade of lecturer and above;

(d) the granting of release from teaching duties to a member of teaching staff by a college under a professional experience program be not an entitlement but based on the needs of the institution and the capacity of the staff member to make effective use of such an opportunity;

(e) unless there are exceptional circumstances, the total release from teaching duties granted to an individual member of the teaching staff of a college under the professional experience program be not more than thirteen teaching weeks in any three year period;

(f) any release from normal teaching duties (including release for short periods for activities such as visiting other institutions, investigating the design of new courses and attendance at conferences) be regarded as release under the professional experience program;

(g) arrangements be established under which financial assistance for travel purposes may be made available to members of the teaching staff of colleges who establish a specific case to work overseas on approved activities while released from teaching duties under a professional experience program;

(h) unless there are exceptional circumstances, any period of absence overseas from a college be not greater than six months.

(8) that State advanced education co-ordinating authorities and the Advanced Education Council consider appropriate arrangements for determining:

(a) the total amount of funds available for travel assistance grants to teaching staff of colleges in each year; and

(b) the level and form of travel assistance grants which may be made available to members of the teaching staff of colleges, subject to the proviso that any such procedures provide that grants may be made in respect of dependants only in those exceptional cases where the staff member's period of absence is greater than six months.

(9) that each college:

(a) publish information annually on the operation of the professional experience program, including data on grants made for overseas travel purposes, and provide such other statistical data on the program to the State advanced education co-ordinating authority and the Tertiary Education Commission as is determined by the Commission; and

(b) require members of the teaching staff obtaining release from teaching duties under the professional experience program to submit such reports as would enable the college to fulfil effectively the requirement in (a).

(10) that arrangements be established to provide opportunities for members of the teaching staff to improve their formal qualifications through:

(a) a system of part-time release from teaching duties to be administered by individual colleges; and

(b) a scholarship scheme, providing for full-time release for one year from teaching duties, to be administered by the advanced education co-ordinating authority in each State, in which the total number of scholarships available is not to exceed forty per year throughout Australia.

(11) that the scholarship scheme be reviewed by the Tertiary Education Commission after three years.

(12) that State advanced education co-ordinating authorities provide such statistical data on the operation of the scholarship scheme to the Tertiary Education Commission as is determined by the Commission.

(13) that each college of advanced education, and State advanced education co-ordinating authority as appropriate:

(a) examine terms of appointment of existing teaching staff, insofar as they relate to staff development leave, with a view to accommodating the proposals contained in Recommendation (7) (a) to (h); and

(b) base relevant terms of appointment of new teaching staff on the proposals contained in Recommendation (7) (a) to (h).

(14) that participation in professional experience programs and the scholarship scheme be limited to members of the teaching staff of colleges.

APPENDICES

MINISTER FOR EDUCATION

PARLIAMENT HOUSE
CANBERRA A.C.T.

10 NOV 1976

Emeritus Professor P. H. Karmel,
AC, CBE,
Chairman,
Universities Commission,
P.O. Box 250,
CANBERRA CITY A.C.T. 2601

Dear Professor Karmel,

Study Leave at Universities

Consistent with the Government's concern to ensure that the resources devoted to tertiary education in Australia are utilised as efficiently and economically as possible, I have decided that there should be an enquiry into the system of study leave at universities.

I should be grateful if, in accordance with Section 16 of the Universities Commission Act 1959, you would arrange to report to me on:

(i) the place of study leave in relation to the functioning of universities;

(ii) the nature of existing study leave schemes at universities including information relating to eligibility for and conditions of study leave and information on the cost, both direct and indirect, of study leave;

(iii) the desirability of modifications to existing study leave schemes and the possible nature of any such modifications; and

(iv) any other matters which the Commission considers relevant to this enquiry.

I do not envisage a public enquiry, but the Commission should be prepared to receive submissions from interested organisations, including the universities themselves and staff associations. I would ask that, in conducting this enquiry, the Universities Commission consult with the States and with the Commission on Advanced Education on the implications of its conclusions for the advanced education sector.

Yours sincerely,

J. L. CARRICK

APPENDIX B

MINISTER FOR EDUCATION

PARLIAMENT HOUSE
CANBERRA A.C.T.

20 DEC 1976

Dr E S Swinbourne,
Chairman,
Commission on Advanced
Education,
PO Box 1860,
CANBERRA CITY A.C.T. 2601

Dear Dr Swinbourne,

STUDY LEAVE AT COLLEGES
OF ADVANCED EDUCATION

Consistent with the Government's concern to ensure that the resources devoted to tertiary education in Australia are utilised as efficiently and economically as possible, I have decided that there should be an enquiry into the system of study leave and similar arrangements at colleges of advanced education.

I should be grateful if, in accordance with Section 16 of the Commission on Advanced Education Act 1971, you would arrange to report to me on:

(i) the place of study leave and similar arrangements in relation to the functioning of colleges of advanced education;

(ii) the nature of existing study leave schemes at the colleges including information relating to eligibility for and conditions of study leave and information on the cost, both direct and indirect, of study leave;

(iii) the desirability of modifications to existing study leave schemes and the possible nature of any such modifications; and

(iv) any other matters which the Commission considers relevant to this enquiry.

.../2

I do not envisage a public enquiry, but the Commission should be prepared to receive submissions from interested organisations, including the colleges themselves and staff associations. I would ask that, in conducting this enquiry, the Commission on Advanced Education consult with the State coordinating authorities in advanced education and with the Universities Commission.

Yours sincerely,

J. L. CARRICK

APPENDIX C

STUDY LEAVE IN UNIVERSITIES

LIST OF SUBMISSIONS

Australian Vice-Chancellors' Committee

UNIVERSITIES

New South Wales
New England
Macquarie
Wollongong
Melbourne
Monash
La Trobe
Deakin
Queensland
James Cook
Griffith
Adelaide
Western Australia
Tasmania
Australian National University

STAFF ASSOCIATIONS

Federation of Australian University Staff Associations
Sydney Association of University Teachers
Staff Association of Monash University
La Trobe University Staff Association
Flinders University Staff Association
Queensland University Academic Staff Association
University of Tasmania Staff Association
A.N.U. Staff Association

OTHER CONTRIBUTORS

Mr. C.L. Dyer - University of Queensland
Associate Professor K. Rivett - University of New South Wales

APPENDIX D

STAFF DEVELOPMENT LEAVE IN COLLEGES OF ADVANCED EDUCATION

LIST OF SUBMISSIONS

STATE ADVANCED EDUCATION CO-ORDINATING AUTHORITIES

New South Wales Higher Education Board
Victoria Institute of Colleges
State College of Victoria
Queensland Board of Advanced Education
South Australian Board of Advanced Education
Western Australian Post-Secondary Education Commission
Tasmanian Council of Advanced Education

OTHER ORGANISATIONS

Australian Conference of Principals of Colleges of Advanced Education
State College of Victoria/Victoria Institute of Colleges Principals Liaison Committee

COLLEGES OF ADVANCED EDUCATION

Mitchell College of Advanced Education
Riverina College of Advanced Education
Caulfield Institute of Technology
State College of Victoria, Toorak
South Australian Institute of Technology

STAFF ASSOCIATIONS

Federation of Staff Associations of Australian Colleges of Advanced Education

APPENDIX E

TABLE 1

YEAR(a) IN WHICH INSTITUTIONS ESTABLISHED AS COLLEGES OF ADVANCED EDUCATION

Institution	*Year*
NEW SOUTH WALES	
Alexander Mackie College of Advanced Education	1973
Armidale College of Advanced Education	1973
Catholic College of Education	1974
Catholic Teachers College	1974
College of Paramedical Studies	1967
Department of Technical and Further Education	1967
Good Samaritan Teachers College	1974
Goulburn College of Advanced Education	1973
Hawkesbury Agricultural College	1967
Kuring-gai College of Advanced Education	1973
Mitchell College of Advanced Education	1970
Nepean College of Advanced Education	1972
Newcastle College of Advanced Education	1973
New South Wales State Conservatorium of Music	1967
Northern Rivers College of Advanced Education	1973
Nursery School Teachers College	1973
Orange Agricultural College	1970
Riverina College of Advanced Education	1970
Sydney Kindergarten Teachers College	1973
Sydney Teachers College	1973
The Guild Teachers College	1974
The New South Wales Institute of Technology	1965
Wagga Agricultural College	1966
Wollongong Institute of Education	1973
VICTORIA	
Victoria Institute of Colleges	
Ballarat Institute of Advanced Education	1967
Bendigo Institute of Technology	1965
Caulfield Institute of Technology	1967
College of Nursing, Australia	1967
Emily McPherson College	1967
Footscray Institute of Technology	1967
Gippsland Institute of Advanced Education	1967
Gordon Institute of Technology(b)	1965
Lincoln Institute	1967
Prahran College of Advanced Education	1970
Preston Institute of Technology	1967
Royal Melbourne Institute of Technology	1965
Swinburne College of Technology	1967
The Victorian College of the Arts	1973
Victorian School of Forestry, Creswick	1967
Victorian College of Pharmacy	1967
Warrnambool Institute of Advanced Education	1970

TABLE 1 *(continued)*

Institution	*Year*
VICTORIA *(continued)*	
State College of Victoria	
State College of Victoria, Ballarat	1973
State College of Victoria, Bendigo	1973
State College of Victoria, Burwood	1973
State College of Victoria, Coburg	1973
State College of Victoria, Frankston	1973
State College of Victoria, Geelong(b)	1973
State College of Victoria, Hawthorn	1973
State College of Victoria, Institute of Catholic Education	1974
State College of Victoria, Institute of Early Childhood Development	1973
State College of Victoria, Melbourne	1973
State College of Victoria, Rusden	1973
State College of Victoria, Toorak	1973
QUEENSLAND	
Brisbane Kindergarten Teachers College	1973
Capricornia Institute of Advanced Education	1965
Darling Downs Institute of Advanced Education	1965
Kelvin Grove College of Advanced Education	1973
Mount Gravatt College of Advanced Education	1973
North Brisbane College of Advanced Education	1973
Queensland Agricultural College	1967
Queensland Conservatorium of Music	1967
Queensland Institute of Technology	1965
Townsville College of Advanced Education	1973
SOUTH AUSTRALIA	
Adelaide College of Advanced Education	1973
Kingston College of Advanced Education	1973
Murray Park College of Advanced Education	1973
Roseworthy Agricultural College	1970
Salisbury College of Advanced Education	1973
South Australian Institute of Technology	1965
Sturt College of Advanced Education	1973
Torrens College of Advanced Education	1973
WESTERN AUSTRALIA	
Churchlands Teachers College	1973
Claremont Teachers College	1973
Graylands Teachers College	1973
Mount Lawley Teachers College	1973
Western Australian Institute of Technology	1965
Western Australian Secondary Teachers College	1973
TASMANIA	
Tasmanian College of Advanced Education	1967
AUSTRALIAN CAPITAL TERRITORY	
Canberra College of Advanced Education	1969

(a) Year in which institution or its predecessor became part of the advanced education system.

(b) Incorporated into Deakin University, 1977.

TABLE 2

FIELDS OF STUDY - COLLEGES OF ADVANCED EDUCATION, 1975

Institution	*Fields of Study*
NEW SOUTH WALES	
Alexander Mackie College of Advanced Education	Art & Design Teacher Education
Armidale College of Advanced Education	Commercial & Business Studies Paramedical Teacher Education
Catholic College of Education	Teacher Education
Catholic Teachers College	Teacher Education
College of Paramedical Studies	Paramedical
Department of Technical and Further Education	Art & Design Building, Surveying & Architecture Commercial & Business Studies Engineering & Technology Liberal Studies Paramedical Teacher Education
Good Samaritan Teachers College	Teacher Education
Goulburn College of Advanced Education	Teacher Education
Hawkesbury Agricultural College	Agriculture
Kuring-gai College of Advanced Education	Commercial & Business Studies Teacher Education
Mitchell College of Advanced Education	Art & Design Applied Science Commercial & Business Studies Liberal Studies Teacher Education
Nepean College of Advanced Education	Teacher Education
Newcastle College of Advanced Education	Art & Design Teacher Education
New South Wales State Conservatorium of Music	Music Teacher Education
Northern Rivers College of Advanced Education	Commercial & Business Studies Teacher Education

TABLE 2 *(continued)*

Institution	*Fields of Study*
NEW SOUTH WALES *(continued)*	
Nursery School Teachers College	Teacher Education
Orange Agricultural College	Agriculture
Riverina College of Advanced Education	Agriculture Applied Science Art and Design Commercial & Business Studies Liberal Studies Paramedical Teacher Education
Sydney Kindergarten Teachers College	Teacher Education
Sydney Teachers College	Teacher Education
The Guild Teachers College	Teacher Education
The New South Wales Institute of Technology	Applied Science Building, Surveying & Architecture Commercial & Business Studies Engineering & Technology Liberal Studies Paramedical
Wagga Agricultural College	Agriculture
Wollongong Institute of Education	Teacher Education
VICTORIA	
Victoria Institute of Colleges	
Ballarat Institute of Advanced Education	Applied Science Art & Design Commercial & Business Studies Engineering & Technology Liberal Studies
Bendigo Institute of Technology	Applied Science Art & Design Commercial & Business Studies Engineering & Technology Liberal Studies
Caulfield Institute of Technology	Applied Science Art & Design Commercial & Business Studies Engineering & Technology Liberal Studies

TABLE 2 *(continued)*

Institution	*Fields of Study*
VICTORIA *(continued)*	
Victoria Institute of Colleges (cont'd)	
College of Nursing, Australia	Paramedical
Emily McPherson College	Art & Design Commercial & Business Studies Paramedical
Footscray Institute of Technology	Applied Science Commercial & Business Studies Engineering & Technology Liberal Studies
Gippsland Institute of Advanced Education	Art & Design Applied Science Commercial & Business Studies Engineering & Technology Liberal Studies Teacher Education
Gordon Institute of Technology(a)	Applied Science Art & Design Building, Surveying & Architecture Commercial & Business Studies Engineering & Technology Liberal Studies Paramedical
Lincoln Institute	Paramedical
Prahran College of Advanced Education	Art & Design Commercial & Business Studies Liberal Studies
Preston Institute of Technology	Applied Science Art & Design Commercial & Business Studies Engineering & Technology Liberal Studies
Royal Melbourne Institute of Technology	Applied Science Art & Design Building, Surveying & Architecture Commercial & Business Studies Engineering & Technology Liberal Studies Paramedical

TABLE 2 *(continued)*

Institution	*Fields of Study*
VICTORIA *(continued)*	
Victoria Institute of Colleges (cont'd)	
Swinburne College of Technology	Applied Science Art & Design Building, Surveying & Architecture Commercial & Business Studies Engineering Liberal Studies
The Victorian College of the Arts	Art & Design Music
Victorian School of Forestry, Creswick	Agriculture
Victorian College of Pharmacy	Paramedical
Warrnambool Institute of Advanced Education	Applied Science Art & Design Commercial & Business Studies Engineering & Technology Liberal Studies Teacher Education
State College of Victoria	
State College of Victoria, Ballarat	Teacher Education
State College of Victoria, Bendigo	Teacher Education
State College of Victoria, Burwood	Teacher Education
State College of Victoria, Coburg	Teacher Education
State College of Victoria, Frankston	Teacher Education
State College of Victoria, Geelong(a)	Teacher Education
State College of Victoria, Hawthorn	Teacher Education
State College of Victoria, Institute of Catholic Education	Teacher Education
State College of Victoria, Institute of Early Childhood Development	Teacher Education
State College of Victoria, Melbourne	Teacher Education
State College of Victoria, Rusden	Teacher Education
State College of Victoria, Toorak	Teacher Education

TABLE 2 *(continued)*

Institution	*Fields of Study*
QUEENSLAND	
Brisbane Kindergarten Teachers College	Teacher Education
Capricornia Institute of Advanced Education	Applied Science Commercial & Business Studies Engineering & Technology Liberal Studies Teacher Education
Darling Downs Institute of Advanced Education	Applied Science Art & Design Commercial & Business Studies Engineering & Technology Liberal Studies Teacher Education
Kelvin Grove College of Advanced Education	Teacher Education
Mount Gravatt College of Advanced Education	Commercial & Business Studies Teacher Education
North Brisbane College of Advanced Education	Teacher Education
Queensland Agricultural College	Agriculture Commercial & Business Studies
Queensland Conservatorium of Music	Music Teacher Education
Queensland Institute of Technology	Applied Science Building, Surveying & Architecture Commercial & Business Studies Engineering & Technology Liberal Studies Paramedical
Townsville College of Advanced Education	Teacher Education
SOUTH AUSTRALIA	
Adelaide College of Advanced Education	Commercial & Business Studies Paramedical Teacher Education
Kingston College of Advanced Education	Teacher Education

TABLE 2 *(continued)*

Institution	*Fields of Study*
SOUTH AUSTRALIA *(continued)*	
Murray Park College of Advanced Education	Liberal Studies Music Teacher Education
Roseworthy Agricultural College	Agriculture
Salisbury College of Advanced Education	Teacher Education
South Australian Institute of Technology	Applied Science Building, Surveying & Architecture Commercial & Business Studies Engineering & Technology Liberal Studies Paramedical
Sturt College of Advanced Education	Paramedical Teacher Education
Torrens College of Advanced Education	Art & Design Teacher Education
WESTERN AUSTRALIA	
Churchlands Teachers College	Teacher Education
Claremont Teachers College	Teacher Education
Graylands Teachers College	Teacher Education
Mount Lawley Teachers College	Teacher Education
Western Australian Institute of Technology	Agriculture Applied Science Art & Design Building, Surveying & Architecture Commercial & Business Studies Engineering & Technology Liberal Studies Music Paramedical Teacher Education
Western Australian Secondary Teachers College	Liberal Studies Teacher Education

TABLE 2 *(continued)*

Institution	*Fields of Study*
TASMANIA	
Tasmanian College of Advanced Education	Applied Science Art & Design Building, Surveying & Architecture Commercial & Business Studies Engineering & Technology Liberal Studies Music Paramedical Teacher Education
AUSTRALIAN CAPITAL TERRITORY	
Canberra College of Advanced Education	Applied Science Art & Design Building, Surveying & Architecture Commercial & Business Studies Liberal Studies Teacher Education

(a) Incorporated into Deakin University, 1977.

APPENDIX E

TABLE 3

STUDENTS IN COLLEGES OF ADVANCED EDUCATION, 1975

Institution	*Students*
NEW SOUTH WALES	
Alexander Mackie College of Advanced Education	1,252
Armidale College of Advanced Education	1,311
Catholic College of Education	334
Catholic Teachers College	965
College of Paramedical Studies	860
Department of Technical and Further Education	1,563
Good Samaritan Teachers College	165
Goulburn College of Advanced Education	975
Hawkesbury Agricultural College	431
Kuring-gai College of Advanced Education	1,430
Mitchell College of Advanced Education	2,494
Nepean College of Advanced Education	643
Newcastle College of Advanced Education	2,184
New South Wales State Conservatorium of Music	440
Northern Rivers College of Advanced Education	623
Nursery School Teachers College	224
Orange Agricultural College	63
Riverina College of Advanced Education	1,994
Sydney Kindergarten Teachers College	304
Sydney Teachers College	2,634
The Guild Teachers College	366
The New South Wales Institute of Technology	5,483
Wagga Agricultural College	179
Wollongong Institute of Education	1,140
NEW SOUTH WALES	28,057
VICTORIA	
Victoria Institute of Colleges	
Ballarat Institute of Advanced Education	945
Bendigo Institute of Technology	1,165
Caulfield Institute of Technology	3,989
College of Nursing, Australia	190
Emily McPherson College	451
Footscray Institute of Technology	2,009
Gippsland Institute of Advanced Education	1,363
Gordon Institute of Technology(a)	1,412
Lincoln Institute	619
Prahran College of Advanced Education	1,246
Preston Institute of Technology	1,548
Royal Melbourne Institute of Technology	10,461
Swinburne College of Technology	4,552
The Victorian College of the Arts	170
Victorian School of Forestry, Creswick	39
Victorian College of Pharmacy	381
Warrnambool Institute of Advanced Education	656
TOTAL V.I.C.	31,196

TABLE 3 *(continued)*

Institution	*Students*
VICTORIA *(continued)*	
State College of Victoria	
State College of Victoria, Ballarat	718
State College of Victoria, Bendigo	849
State College of Victoria, Burwood	1,555
State College of Victoria, Coburg	1,153
State College of Victoria, Frankston	1,060
State College of Victoria, Geelong(a)	684
State College of Victoria, Hawthorn	1,311
State College of Victoria, Institute of Catholic Education	996
State College of Victoria, Institute of Early Childhood Development	655
State College of Victoria, Melbourne	4,127
State College of Victoria, Rusden	2,153
State College of Victoria, Toorak	1,304
TOTAL S.C.V.	16,565
VICTORIA	47,761
QUEENSLAND	
Brisbane Kindergarten Teachers College	572
Capricornia Institute of Advanced Education	1,229
Darling Downs Institute of Advanced Education	1,888
Kelvin Grove College of Advanced Education	1,670
Mount Gravatt College of Advanced Education	1,592
North Brisbane College of Advanced Education	972
Queensland Agricultural College	493
Queensland Conservatorium of Music	180
Queensland Institute of Technology	4,349
Townsville College of Advanced Education	528
QUEENSLAND	13,473
SOUTH AUSTRALIA	
Adelaide College of Advanced Education	2,068
Kingston College of Advanced Education	369
Murray Park College of Advanced Education	1,525
Roseworthy Agricultural College	165
Salisbury College of Advanced Education	955
South Australian Institute of Technology	4,415
Sturt College of Advanced Education	1,151
Torrens College of Advanced Education	3,125
SOUTH AUSTRALIA	13,773

TABLE 3 *(continued)*

Institution	*Students*
WESTERN AUSTRALIA	
Churchlands Teachers College	1,156
Claremont Teachers College	897
Graylands Teachers College	491
Mount Lawley Teachers College	1,161
Western Australian Institute of Technology	9,620
Western Australian Secondary Teachers College	2,102
WESTERN AUSTRALIA	15,427
TASMANIA	
Tasmanian College of Advanced Education	2,435
AUSTRALIAN CAPITAL TERRITORY	
Canberra College of Advanced Education	4,240
AUSTRALIA	125,166

(a) Incorporated into Deakin University, 1977.

APPENDIX E

TABLE 4

FULL-TIME TEACHING STAFF BY GRADE, COLLEGES OF ADVANCED EDUCATION, 1975

Institution	*Above Senior Lecturer*	*Senior Lecturer*	*Lecturer*	*Other Teaching Staff*	*Total*
NEW SOUTH WALES					
Alexander Mackie College of Advanced Education	11	15	65		91
Armidale College of Advanced Education	8	16	61		85
Catholic College of Education	2	4	15	3	24
Catholic Teachers College	5	7	28	7	47
College of Paramedical Studies	8	8	40	25	81
Department of Technical and Further Education	1	4	15	-	20
Good Samaritan Teachers College	1		3	5	9
Goulburn College of Advanced Education	6	14	34	6	60
Hawkesbury Agricultural College	3	10	26	1	40
Kuring-gai College of Advanced Education	12	20	79	4	115
Mitchell College of Advanced Education	12	28	79	18	137
Nepean College of Advanced Education	5	8	33	5	51
Newcastle College of Advanced Education	16	34	101	10	161
New South Wales State Conservatorium of Music	3	10	20	4	37
Northern Rivers College of Advanced Education	6	10	39	3	58
Nursery School Teachers College		1	8	5	14
Orange Agricultural College		3	5		8
Riverina College of Advanced Education	11	19	50	28	108
Sydney Kindergarten Teachers College		3	12	10	25
Sydney Teachers College	16	37	137	10	200
The Guild Teachers College	1	2	17	7	27
The New South Wales Institute of Technology	18	58	147	37	260
Wagga Agricultural College	1	4	14		19
Wollongong Institute of Education	8	14	51	9	82
NEW SOUTH WALES	154	329	1,079	197	1,759

TABLE 4 *(continued)*

Institution	*Above Senior Lecturer*	*Senior Lecturer*	*Lecturer*	*Other Teaching Staff*	*Total*
VICTORIA					
Victoria Institute of Colleges					
Ballarat Institute of Advanced Education	9	19	37	6	71
Bendigo Institute of Technology	12	19	69	5	105
Caulfield Institute of Technology	25	49	112	27	213
College of Nursing, Australia		1	6		7
Emily McPherson College	1	2	8		11
Footscray Institute of Technology	13	28	71	10	122
Gippsland Institute of Advanced Education	7	20	35	3	65
Gordon Institute of Technology(a)	13	29	58	8	108
Lincoln Institute	4	7	15	25	51
Prahran College of Advanced Education	3	14	52	2	71
Preston Institute of Technology	11	16	73	12	112
Royal Melbourne Institute of Technology	53	105	280	7	445
Swinburne College of Technology	34	62	147	31	274
The Victorian College of the Arts	3	3	4	2	12
Victorian School of Forestry, Creswick			3	1	4
Victorian College of Pharmacy	4	7	10	18	39
Warrnambool Institute of Advanced Education	7	13	25	4	49
TOTAL V.I.C.	199	394	1,005	161	1,759
State College of Victoria					
State College of Victoria, Ballarat	3	13	26	9	51
State College of Victoria, Bendigo	4	15	36	18	73
State College of Victoria, Burwood	9	24	63	28	124
State College of Victoria, Coburg	5	20	35	20	80
State College of Victoria, Frankston	6	17	38	26	87
State College of Victoria, Geelong(a)	5	14	39	10	68
State College of Victoria, Hawthorn	6	22	42	8	78

TABLE 4 *(continued)*

Institution	*Above Senior Lecturer*	*Senior Lecturer*	*Lecturer*	*Other Teaching Staff*	*Total*
VICTORIA *(continued*					
State College of Victoria (cont'd)					
State College of Victoria, Institute of Catholic Education	3	16	48	9	76
State College of Victoria, Institute of Early Childhood Development	2	10	27	7	46
State College of Victoria, Melbourne	25	57	154	101	337
State College of Victoria, Rusden	10	27	91	38	166
State College of Victoria, Toorak	6	21	41	28	96
TOTAL S.C.V.	84	256	640	302	1,282
VICTORIA	283	650	1,645	463	3,041
QUEENSLAND					
Brisbane Kindergarten Teachers College		5	15	12	32
Capricornia Institute of Advanced Education	11	17	53	2	83
Darling Downs Institute of Advanced Education	13	24	83	2	122
Kelvin Grove College of Advanced Education		31	115		146
Mount Gravatt College of Advanced Education	2	20	95		117
North Brisbane College of Advanced Education	1	14	63		78
Queensland Agricultural College	1	7	26	4	38
Queensland Conservatorium of Music		3	7		10
Queensland Institute of Technology	10	43	115	15	183
Townsville College of Advanced Education	2	9	25		36
QUEENSLAND	40	173	597	35	845
SOUTH AUSTRALIA					
Adelaide College of Advanced Education	2	22	67	8	99
Kingston College of Advanced Education		4	11	8	23
Murray Park College of Advanced Education		18	57		75

TABLE 4 *(continued)*

Institution	*Above Senior Lecturer*	*Senior Lecturer*	*Lecturer*	*Other Teaching Staff*	*Total*
SOUTH AUSTRALIA *(continued)*					
Roseworthy Agricultural College	1	2	2	3	8
Salisbury College of Advanced Education		23	60	7	90
South Australian Institute of Technology	26	56	117	33	232
Sturt College of Advanced Education		16	40	4	60
Torrens College of Advanced Education	7	37	107	10	161
SOUTH AUSTRALIA	36	178	461	73	748
WESTERN AUSTRALIA					
Churchlands Teachers College		7	66		73
Claremont Teachers College		9	48	2	59
Graylands Teachers College		9	38		47
Mount Lawley Teachers College		12	76		88
Western Australian Institute of Technology	35	122	252	59	468
Western Australian Secondary Teachers College		14	62		76
WESTERN AUSTRALIA	35	173	542	61	811
TASMANIA					
Tasmanian College of Advanced Education	22	45	104	32	203
AUSTRALIAN CAPITAL TERRITORY					
Canberra College of Advanced Education	33	52	105	14	204
AUSTRALIA	603	1,600	4,533	875	7,611

(a) Incorporated into Deakin University, 1977.

TABLE 5

STAFF ON STAFF DEVELOPMENT LEAVE(a), COLLEGES OF ADVANCED EDUCATION, 1975

Institution	*Staff on Leave*
NEW SOUTH WALES	
Alexander Mackie College of Advanced Education	2
Armidale College of Advanced Education	6
Goulburn College of Advanced Education	4
Hawkesbury Agricultural College	6
Kuring-gai College of Advanced Education	6
Mitchell College of Advanced Education	11
Nepean College of Advanced Education	2
Newcastle College of Advanced Education	7
Northern Rivers College of Advanced Education	7
Orange Agricultural College	1
Riverina College of Advanced Education	3
Sydney Kindergarten Teachers College	1
Sydney Teachers College	6
New South Wales Institute of Technology	29
Wollongong Institute of Education	4
NEW SOUTH WALES	95
VICTORIA	
Victoria Institute of Colleges	
Ballarat Institute of Advanced Education	7
Bendigo Institute of Technology	11
Caulfield Institute of Technology	9
Footscray Institute of Technology	18
Gippsland Institute of Advanced Education	6
Prahran College of Advanced Education	1
Preston Institute of Technology	11
Royal Melbourne Institute of Technology	51
Swinburne College of Technology	11
Warrnambool Institute of Advanced Education	6
TOTAL V.I.C.	131
State College of Victoria	
State College of Victoria, Burwood	2
State College of Victoria, Institute of Early Childhood Development	2
State College of Victoria, Melbourne	13
State College of Victoria, Rusden	13
State College of Victoria, Toorak	3
TOTAL S.C.V.	33
VICTORIA	164

TABLE 5 *(continued)*

Institution	*Staff on Leave*
QUEENSLAND	
Capricornia Institute of Advanced Education	10
Darling Downs Institute of Advanced Education	10
Kelvin Grove College of Advanced Education	13
Mount Gravatt College of Advanced Education	9
North Brisbane College of Advanced Education	4
Queensland Agricultural College	4
Queensland Conservatorium of Music	1
Queensland Institute of Technology	18
Townsville College of Advanced Education	4
QUEENSLAND	73
SOUTH AUSTRALIA	
Adelaide College of Advanced Education	8
Murray Park College of Advanced Education	3
Roseworthy Agricultural College	1
Salisbury College of Advanced Education	9
South Australian Institute of Technology	11
Sturt College of Advanced Education	5
Torrens College of Advanced Education	9
SOUTH AUSTRALIA	46
WESTERN AUSTRALIA	
Churchlands Teachers College	3
Claremont Teachers College	5
Mount Lawley Teachers College	1
Western Australian Institute of Technology	27
WESTERN AUSTRALIA	36
TASMANIA	
Tasmanian College of Advanced Education	18
AUSTRALIAN CAPITAL TERRITORY	
Canberra College of Advanced Education	20
AUSTRALIA	452

(a) Excluding leave of less than three months.

APPENDIX F

ROLE OF STATE ADVANCED EDUCATION CO-ORDINATING AUTHORITIES

State	*Present Situation*
NEW SOUTH WALES	Public Service Board has statutory responsibility for employment conditions (including provision of staff development leave) in colleges of advanced education and has established guidelines for staff development leave schemes. Existing policy on staff development leave is under review by the Public Service Board and the Higher Education Board.
VICTORIA Victoria Institute of Colleges State College of Victoria	Both VIC and SCV have issued policy statements which provide guidelines for staff development leave schemes.
QUEENSLAND	Provisions concerning staff development leave are included in the statement of conditions of employment for permanent teaching staff of colleges approved by State Executive Council on the recommendation of the Board of Advanced Education.
SOUTH AUSTRALIA	No guidelines provided by Board of Advanced Education.
WESTERN AUSTRALIA	The Western Australian Post-Secondary Education Commission has prepared a statement in which it outlines principles which should be applied in the granting of staff development leave. Staff development leave provisions are incorporated into industrial awards for the staff of teachers colleges and the Western Australian Institute of Technology.
TASMANIA	Staff development leave scheme is administered by the Council of Advanced Education which provides an annual allocation for staff development leave purposes.

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